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ABSTRACT

The five papers compiled in this report discuss several distinctive components of the National Development Center for School Management Training (NDC), particularly research and development work on school leadership, management development, and training. Titles and authors of the papers are as follows: (1) "The Role of a National Agency for the Management Development and Training of Headteachers in England and Wales" (Ray Bolam); (2) "Supporting School Management Training Provision in External Agencies" (Mike Wallace); (3) "Management Development in Local Education Authorities and Schools" (Agnes McMahon); (4) "Change by Mail? The Role of a National Development Agency in Improving the Management of Professional Development in Schools" (David Oldroyd); and (5) "Race and Gender Issues in School Management Development" (Valerie Hall). References follow each paper. Appended is a resource bank guide and publications order form for NDC materials and information. (SI)

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NATIONAL DEVELOPMENT CENTRE
FOR
SCHOOL MANAGEMENT TRAINING

Leadership Development for School Improvement:

National Policy and Local Practice in England and Wales

Friday, April 8, 4:05 p.m.-6.05 p.m., Sheraton Hotel, Grand Ballroom B

Chair/Critic: Michael Fullan, University of Toronto

Participants:

Role of a National Agency and the United Kingdom Context
Ray Bolam, University of Bristol

School Management Training Provision in External Agencies
Mike Wallace, University of Bristol

Management Development In Local Education Authorities
Agnes McMahon, University of Bristol

Improving the Management of Professional Development in Schools
David Oldroyd, University of Bristol

Race and Gender Issues in School Management Development
Valerie Hall, University of Bristol

A symposium sponsored by the
Special Interest Group on Leadership Development, Training and Research
at the Annual Meeting of the
American Educational Research Association,
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The *NDC* is funded by the Department of Education and Science as a joint activity of the School of Education, University of Bristol and the South West Regional Management Centre, Bristol Polytechnic

General Introduction to the Symposium

The main presenters are all staff members of the National Development Centre for School Management Training (NDC), a national agency, funded in 1983 by the U.K. Government and based at Bristol University's School of Education. The papers report on several distinctive components of the NDC's research and development work on school leadership, development and training; relate this to current practice in Local Education Authorities (LEAs), schools and providing institutions (e.g. universities, colleges and industrial training agencies); and to the Government's educational policy; relate these to relevant literature; and draw conclusions for policy, practice and research.

Three aims of the symposium are worth highlighting: first, to offer an international insight by reporting on the role of a national agency in promoting more effective school leadership; second, to provide data on a concept and process from industry - management development - and its adaptation to education; third, to report and comment on the implications for school leadership training of the Thatcher Government's education policies, which are the most extensive and radical this century in the U.K.

N.B.

- All five papers are presented in draft form only
- A glossary of the main abbreviations is given in the Appendix

The Role of a National Agency for the Management Development and Training of Headteachers in England and Wales

Ray Bolam, Director, NDC (DRAFT)

1. Introduction and Summary

The purposes of this paper are to describe the genesis and development of the NDC and to relate its developing role to changes in government policy. The Centre was funded by the U.K. Government in 1983 to improve the quality of management development and training programmes for the heads, principals and senior staff of maintained schools (primary, middle, secondary and special) and sixth form colleges throughout England and Wales. It did so to achieve its medium term aim of strengthening their capacity for managing their institutions for the achievement of the ultimate goal - improved teaching and student learning. The Centre's principal clients are the 104 local education authorities (LEAs) in England and Wales, and through them their schools and colleges. Its secondary clients are the 45 higher education institutions which provide school management training throughout the country. Its third target group is the wider national education community of decision-makers.

The Centre has five professional staff and a number of part-time associates. Its five main professional services were initially targeted on the organisers of management training in HE and aimed at quality control and improvement. However, the Centre has deliberately drawn on experience from industry and commerce, notably by adapting the concept of 'management development' to education, by trialling it in 8 LEAs and 53 schools, and by disseminating it to all 104 LEAs.

The NDC was initially funded in 1983 for three years but from 1988 it has to be self-funding. This shift exemplifies a significant feature of the Government's education policy - an attempt to introduce market mechanisms into education. Thus, the funding of most inservice education for teachers and headteachers has, since 1987, been subject to market forces and schools increasingly have control of an inservice budget. Other Government-initiated changes also have profound implications for the roles and training needs of headteachers (e.g. new conditions of service, including appraisal, for all teachers); a national curriculum covering 90% of the timetable; national testing at 7, 11, 14 and 16; greater involvement of parents and community in school governance; school control of budgets; opportunities for parents to remove their school from LEA control. These are briefly considered in the paper, together with their wider consequences for policy and research on school management development and training and the role of a national agency.

The paper falls into two parts. Part one sets the national context and gives a descriptive, factual account of the work and development of the Centre, which acts as the framework for the other papers in the symposium. (This part of the paper uses some extracts from Bolam, 1986.) Part two outlines the changing national policy context and also considers some issues about the relationship between theory, research and practice in this field.

Part 1 : a Descriptive Account of the NDC

2. The National Context

The educational system of England and Wales has been described as a national system, locally administered, although this characterisation is becoming increasingly problematic as a result of recent government policy initiatives. At national level the top political post is that of the Secretary of State for Education and Science, working in consultation with the Secretary of State for Wales, who is responsible for non-university education in Wales. The Department of Education and Science (DES) helps to formulate and implement governmental policies. These deal with such matters as the structure of the educational system, its finance, the supply, education and training of teachers and with the curriculum and examinations. Ministers and administrators receive advice and information from Her Majesty's Inspectors (HMI), who number about 500. The LEAs, of which there are 96 in England and 8 in Wales, administer the system at local level. They have a duty to provide efficient education in sufficient schools for the needs of the area they service. They derive their funds mainly from local rates (a property tax) and government grants. They appoint LEA administrators and advisers or inspectors and they are also responsible for the appointment, employment and inservice training of teachers and headteachers.

Virtually all new teachers are now graduates although the profession still contains a substantial proportion of non-graduates, especially in the primary sector. There are two main routes to becoming a teacher: a three year academic degree followed by a one year, post graduate professional training course, or a four year B.Ed. course of concurrent higher education and professional training. Both types of courses include a substantial period of school-based teaching practice which is observed and evaluated by the school and the training institution. New teachers are also required to complete a probationary year during which their teaching is normally observed by the headteacher or head of department and sometimes by an LEA inspector.

It is generally accepted that certain teachers have a management function. (The term 'management' is commonly used in preference to 'administration' or 'leadership', although this usage is by no means uncontroversial.) The key person with school management responsibilities is the headteacher; others include the deputy heads, heads of department in secondary schools and certain teachers with specific responsibilities in primary schools. All such people, including the headteacher, have a classroom teaching function but, unlike ordinary classroom teachers, they are responsible for a management function outside the classroom which has direct implications for other teachers in the school. Thus, they have some managerial responsibility for one or more of the following task areas: the school's overall policy and aims; the school's decision making and communication procedures; the curriculum; the staff; the pupils; material resources; external relations; and the processes of maintaining and evaluating the work of the school. On this working definition, there are at least 130,000 staff with a management function in primary, middle, secondary and special schools in England and Wales. They include approximately 30,000 headteachers, 25,000 deputy headteachers, and 70,000 department or section heads.

Four further background features of the situation in England and Wales are worth highlighting:

- o Appointments to headships and deputy headships are made by school governors, some of whom represent political parties, following a process of advertising in the professional journals and press.

- o Applicants for such posts are not required to have completed an accredited course in school management and administration (since accredited courses, as such, do not exist), but are judged on the basis of their previous experience and performance in a selection interview.

- o There is a trend towards management by teams of senior staff, including the head, particularly in secondary schools, which affects job specifications and training needs.

- o Women are significantly under-represented in senior positions in all types of school.

Until 1983 the main types of school management training were short, practical, non award-bearing courses (provided mainly by LEAs and institutions of higher education, including some universities). A major survey (Hughes et al, 1981) revealed that, in any one year, approximately 1 per cent of heads and senior staff were involved in approximately 90 award-bearing courses with a significant management component and that approximately 14 per cent were involved in 430 practical, non award-bearing courses of from one to twenty days in length. University-based award-bearing courses were mainly at masters and Ph.D. levels, dealt mainly with issues in the education administration or theoretical knowledge tradition and, as such, were frequently criticized as being insufficiently relevant and practical. Many of the short practical courses were staffed by practising headteachers and senior teachers. Provision overall was geographically 'patchy' so that in some areas there was an abundance of courses on offer and in other areas very few.

3. The Government's 1983 Initiative

In 1983 the Government introduced major changes which were designed to rationalize this patchy provision and to stimulate providing agencies and LEAs to offer high quality training. The initiative had three components:

- o direct (or categorical) Government funding to LEAs for school management training;

- o designated courses provided by regional institutions of higher education;

- o a small National Development Centre (NDC) for School Management Training.

Two types of course were designated as being eligible for the specific grant: first, a 'basic' course for less experienced heads and senior staff, lasting a minimum of 20 school days; second, a so-called One

Term Training Opportunity (OTTO) for those with more experience, lasting 10 to 12 weeks or 150 to 160 school days. Both programmes were intended to improve the participants' management performance and, in addition, the OTTO programmes were intended to equip participants to contribute to 20-day courses, thus having a 'training the trainers' function.

Decisions about the aims, design, content and evaluation of these courses lay with the regional consultative committees and programme steering committees in each area. Representatives of the LEAs, the providing agencies and the headteachers on these committees advised the course directors on the needs of both potential participants and the LEAs. Draft course plans were submitted to the DES and the NDC and the latter advised the DES on their acceptability, following discussions with the course directors concerned. In this way the NDC exercised a strategic influence on the courses at the planning stage and from 1983-86 advised the DES on the recognition of over 90 OTTO and 20 day courses, provided by 45 institutions and attended by about 6,000 headteachers and deputies.

One, fairly typical, 20-day basic course was aimed at 25 secondary headteachers from four LEAs, and had a pattern of 11 single days and three blocks of three-day residential sessions. The two tutors were experienced headteachers and were supplemented by occasional guest lecturers. Major topics included the management of the curriculum, staff development, decision making and leadership. The methods used included action learning, whereby participants brought their own real-life problems to the group who together acted as a problem-solving resource; participants then tried out potential solutions in their own schools and brought back the results to the group for further discussion and advice. One Term Training Opportunity programmes typically had fewer participants (normally ranging from 8 to 10) and, although sometimes covering similar topics, also included a component on 'training the trainers'. Perhaps more important, most OTTO students produced a short individual study on a topic of current practical concern.

The 1983 initiative may be regarded as successful to the extent that it led to a significant increase in training and raised awareness about certain key training issues and the need for the adoption of systematic management development policies (see below). Although the various evaluations used were often insufficiently rigorous (see Bolam, 1988a), common problems did emerge. Many of the participants' early criticisms, in 1983-84, were directed at the courses themselves but these diminished significantly as the 'teething troubles' were sorted out by course organisers and tutors. However, criticisms directed at LEAs have continued and they mainly concern two areas: first, poor and tardy preparatory briefing, which still leads too many participants to say things like: 'I only found out I was coming on this course two days ago' and 'I don't know why I'm here. I was just told by 'phone that I should turn up.'; and, second, poor or non-existent de-briefing and follow-up support.

External courses and workshops were also much criticised for other reasons, some of which can be summarised as follows: they are by their very nature compelled to offer information and experience which is very

general and is therefore insufficiently related to the specific needs and concerns of the participants; they tend to offer 'theory' which is unrelated to practice; they tend to over-use lectures and discussion methods; in consequence, they are ineffective in influencing managerial performance and school improvement.

A major focus of the NDC's work has been upon the study of such key training and learning issues in school management courses via e.g.

- o five national conferences for trainers;
- o investigative studies of particular training techniques;
- o support for trainers' workshops and study visits;
- o the production of an annotated bibliography (Niblett, 1986) and a directory (Wallace, 1986):
- o a survey of trainers and courses, the outcomes of which are reported by **Wallace** in his contribution to this symposium.

4. The NDC and the Shift Towards Management Development

The National Development Centre (NDC) for School Management Training was initially funded by the Department of Education and Science (DES) and the Welsh Office for a three year period (1983-86), following a process of competitive bidding from thirteen institutions of higher education. The contract, worth £125,000 per year, was awarded to the University of Bristol School of Education working in collaboration with Bristol Polytechnic.

Each institution seconded one member of staff to the team. The other four were recruited from various sectors of the education system - primary, secondary, local education authority (LEA) and research and development - giving an overall staff of 4.5 full time equivalent. Overall responsibility for the direction, policy formulation and management of the Centre was shared between a Steering Committee (chaired by Dr. William Stubbs, Education Officer of the ILEA, and with a membership drawn from LEAs, teachers, industry, providers, DES, HMI and the two parent institutions) and the Director of the Centre.

The Centre's initial brief was to improve the quality of the post-1983 courses, described above. In 1983-84 the NDC surveyed all LEAs in England and Wales to establish the framework of policy and practice within which they were using these courses for their headteachers: most had no systematic policy or programme. The NDC's first year's experience also led to a recognition of the importance of management development. The reasons for this growth in awareness were broadly twofold. First, there were lessons to be learnt from the non-education sector. It was a central part of the NDC's brief from the DES to explore the relevance of management training ideas and methods in industry, commerce and the non-education sector in general. A small-scale NDC study and an invitation conference for industrial trainers and senior educationists led to the conclusion that effective management training had to be rooted in a wider policy of management development. Second, there were the lessons from experience within

education: there was by then a fairly well-established tradition of school-focused inservice training (see Bolam, 1982b) and it was accepted that both schools and LEAs should have staff development and, therefore, management development policies and programmes.

Thus, as a result of reflecting on the post-1983 courses, on the survey responses of LEAs, and on non-education sector practices the NDC broadened its mission to embrace management development as the major concept underlying its work. The NDC's working definition is that management development refers to the process whereby the management function of an organization becomes performed with increased effectiveness. An alternative definition, which practitioners prefer, is that management development is a sub-set of staff development, i.e. for those staff who have school management responsibilities. The rationale for the NDC's approach is as follows:

(a) The ultimate aim of MD is to improve the quality of teaching and learning in schools. The immediate aim is to improve the management performance of those with school management responsibilities.

(b) At school level this requires a policy and programme within which the professional development needs of the individual manager are balanced with the institutional development needs of the school. This, in turn, requires the school to use some form of systematic diagnostic process for individual needs (e.g. appraisal) and for school needs (e.g. school self-evaluation in relation to the school's development plan).

(c) At LEA level this requires a policy and programme within which the following four sets of needs are balanced:

the needs of individual heads and senior staff;
the needs arising from school development plans:
the needs of groups across the LEA (e.g. new heads);
the needs arising from the LEA's own policies (e.g vocational training) and its obligation to implement national policy (e.g. the national curriculum).

This, in turn, requires that each LEA has the senior staff and procedures to coordinate and implement this process of needs assessment across the LEA. For example, it may involve setting up a database on the MD needs of individuals and groups in the LEA.

(d) At both school and LEA levels it is important to recognize that the MD requirements of individuals and groups of individuals may well vary significantly according to:

their age;
their gender and ethnic background;
school type (i.e. primary, secondary, etc.);
their job stage, i.e.:
- the preparatory stage (as they wish to apply for a new job);
- the appointment stage (as they are selected or rejected);
- the induction stage (e.g. the first two years in post);
- the inservice stage (i.e. 3-5 years, 6-10 years, 11 years in post);
- the transitional stage (i.e. promotion, redeployment, retirement).

(e) Once needs have been identified, each school and each LEA has to plan, implement, and evaluate a programme of MD activities. This will include activities which take place:

- o on the job (e.g. job enhancement, job rotation, performance review, planned succession);
- o close to the job (e.g. self-development, team building, consultant support);
- o off the job (e.g. external training courses, secondments).

(f) Management development should not be equated solely with attendance at external courses, since this is only one, albeit important, MD activity. Each LEA and school should see its MD policy and programme as part of its overall human resource strategy. Such a strategy should include its management recruitment and appointment procedures, its personnel system, its appraisal system and, finally, it should be rooted in the LEAs' and schools' organizational structures and therefore requires appropriate staffing, resources and support for its implementation.

These ideas have been explored and trialled in several ways (see **McMahon**'s contribution to this symposium) e.g.:

- o a research and development project involving eight LEAs and 53 schools;
- o the production of a separate handbook for LEAs, for primary schools and for secondary schools (McMahon and Bolam, 1987);
- o dissemination to all 104 LEAs via a series of national conferences;
- o consultancy support for LEAs wishing to implement a systematic management development policy.

5. Additional NDC Activities

Since 1983, the NDC has engaged in a wide range of activities. It has worked intensively and successfully with over thirty LEAs and their schools and has organised major conferences involving all 104 LEAs. It has advised over 45 providing institutions (i.e. universities and polytechnics) on their management courses and organised five national conferences for them. At national level, it has carried out major projects for the DES, the Welsh Office and the Manpower Services Commission and has collaborated with national and international organisations, including industrial companies, on a wide range of activities and projects. The range of its work is indicated in the publications of the Centre and its staff (see Appendix).

The following five activities are highlighted by way of illustration:

a. The Resource Bank

This contains print and audio-visual training materials for course organisers and management developers in schools and LEAs. It

includes unpublished materials arising from school management training courses, together with practical materials from industry and the non-education sector; has a computer database which contains over 2,500 entries and is searched in response to about 35 requests per month. Each month, the Resource Bank attracts about 35 visitors who are mainly senior staff from LEAs (officers, advisers and heads) and higher education insitutions responsible for management development and training programmes. A 'Network' of people and agencies involved in management development and training is part of the Resource Bank. It includes contacts in LEAs, schools, providing institutions, professional associations and researchers. (see Appendix)

b. Learning from Industry

From its inception in 1983, the NDC was required to learn from experience in industrial management training and explore possible applications to education. This has included the following elements:

- o the involvement of Bristol Polytechnic's South West Regional Management Centre and Business School as one of the NDC's two parent institutions;
- o participation in the NDC Steering Group by personnel managers and trainers from industry (e.g. from Austin-Rover and Hewlett Packard);
- o a seminal invitation conference, sponsored by Rank Xerox and attended by senior industrialists and educationists, to consider education-industry links in management training;
- o a short investigative study of successful management training in seven companies;
- o the adoption by the NDC Steering Group of management development as its central concept and mission;
- o NDC staff involvement, as course participants, in several industrial training programmes, including one using out-door adventure-based methods of leadership training;
- o industrial sponsorship for NDC projects and workshops (e.g. by ESSO and BP);
- o active collaboration with two national organisations - Understanding British Industry and the Manpower Services Commission - on a number of courses and activities.

Three examples are worth summarising. First, Rank Xerox provided two grants, each of £5,000, to support an experienced industrial trainer - John Edwards - to run a series of workshops for headteachers on such topics as team-building, inter-personal skills, negotiating and appraisal. This should result in the production of published modules designed to train education trainers in these techniques. Second, the NDC commissioned a study

of a highly-regarded industrial training technique - action learning - which is defined as the process whereby participants 'learn to improve their performance as managers by giving mutual support through regular meetings to discuss a significant and complex management problem that each person analyses and subsequently takes action to solve in his or her own work (Wallace, Bailey and Kirk, 1988, forthcoming, page 4). Two courses using this method were studied in detail and several other courses, which purported to include an action learning component, were also studied more impressionistically. The report is cautiously optimistic about the achievements and potential of action learning and concludes with recommendations for effective implementation of the approach.

The third example is an NDC study by a former personnel manager, sponsored by Trebor Limited and Understanding British Industry, of ways in which education and industry have collaborated on a range of management training courses and experience. The ten brief case studies include:

- o courses in which headteachers visited companies;
- o companies which made places on their own training courses available to headteachers;
- o substantial components (e.g. a two-day residential module) provided by companies as part of a longer course for headteachers run by institutions of higher education;
- o company-run courses specifically designed for headteachers and their senior management teams;
- o headteacher attachments and fellowships to a company for from one to ten weeks.

The report concludes:

> 'As a result of their contacts, industrial trainers have ended up with a high regard for the quality of the headteachers they have met and a recognition of the enormous and growing complexity of their work. The professionalism of industrial training has come as a revelation to some headteachers and, since it is not primarily a matter of resources but of personal skill, style and attitude, it has provided a challenging model for them.'
>
> (Chapman, 1986, p. 19)

(c) The IMPACT Project

This was a one-year activity, funded by the Manpower Services Commission, to produce three publications on the management of inservice education and training (INSET):

- Managing INSET in Local Education Authorities (Hall and Oldroyd, 1988);
- Managing INSET in Schools and Colleges (Oldroyd and Hall, 1988);
- Managing the Evaluation of INSET (Eraut et al, 1988)

The purpose of the handbooks is to inform practice within local education authorities, schools, colleges and providing agencies. They draw upon the experiences of managers, coordinators and evaluators who participated in a major two-year national INSET programme to support technical and vocational education which was also funded by the Manpower Services Commission. The school handbook has been distributed free to every secondary school and the other two handbooks to every LEA and INSET providing agency in the country. Some of the key management issues are dealt with by **Oldroyd** in his contribution to this symposium.

(d) National Coordination of the School Teacher Appraisal Pilot Schemes

The NDC has been funded by the Department of Education and Science to coordinate the work of the six LEAs involved in this major national pilot study on teacher appraisal (evaluation). The LEAs involved in the project are Croydon, Cumbria, Newcastle, Salford, Somerset and Suffolk. The outcomes of this project will include national guidelines and materials on teacher and headteacher appraisal for use in a national scheme which will probably be introduced throughout the country in 1989. (McMahon, 1987)

(e) Equal Opportunities in School Management Development and Training

The NDC is committed to the promotion of equal opportunities in management development, particularly with respect to gender and race. Women are significantly under-represented in middle and senior school management roles and, although the evidence is less clear, the same is probably true of people from ethnic minority groups. The Centre has engaged in a number of training and awareness-raising activities during the past five years and **Hall**'s contribution to this symposium reports on these, relating them to the national and professional context in England and Wales, drawing conclusions about current developments in policy and practice, about the role of a national agency in promoting change, and about needed research and development work.

6. The Current Position of the NDC

In 1986 the NDC's contract was extended for a further two years, following positive and supportive responses from a wide range of interest groups. However, the annual grant was reduced to £100,000 and the NDC is now required to generate income and to move towards a self-funding basis. From September 1988, the Centre therefore has no general grant for its core activities and is entirely dependent upon its capacity to earn income from the sale of its professional services to its clients.

Currently, the NDC's mission is to improve the quality of teaching and learning by improving the quality of school management. It concentrates on three core themes:

- o Managing school-based improvement
- o Management and staff development
- o External support for school management and improvement

The Centre's four main client and target groups are as follows:

- o LEAs in England and Wales and specifically those administrative officers and advisers/inspectors (and, where appropriate, elected politicians) with an LEA-wide responsibility for school management and improvement;

- o and through them, the 130,000 heads, principals and senior staff (and, where appropriate, school governors) responsible for managing and improving maintained primary, middle, secondary and special schools and sixth form colleges.

  The NDC's aim with both these groups is to promote the adoption at both LEA and school levels of policies and programmes for management, staff and institutional development which are of high quality and are systematically planned, implemented and evaluated.

- o Trainers in providing institutions and agencies (e.g. higher education, teachers' centres, LEA consortia and industry) with the aim of promoting courses and consultancies which are of high quality and which are planned, implemented and evaluated in order to impact upon management performance for school improvement.

- o Key groups in the national education system (e.g. LEA, professional and parent associations, politicians, government departments and agencies and research foundations) with the aim of creating a climate in which these key groups take account of the practical findings from experience and research during the planning, implementation and evaluation of national policies and programmes for school management and school improvement.

In addition, the Centre is increasingly working with international clients and groups.

The main principles and values which underpin the Centre's work are that:

- o client needs should be the starting point for collaborative problem-solving and action;

- o successful practice and successful research and development can and should be mutually supportive and informing;

- o successful learning and teaching is enhanced when teachers' and headteachers' conditions of service allow them to operate as capable and accountable professionals rather than as bureaucratic functionaries;

- o teachers and headteachers learn best through experience and reflective practice, supported by varied opportunities for development and training;

- o effective school improvement efforts focus on the workings of the individual school, and on its external conditions and support structures;

- o an equal opportunities perspective, especially on gender and race, should inform staff development, management development and school improvement schemes.

The Centre currently offers the following professional services:

a. Information and Dissemination

- Materials Resource Bank
- People Network
- Newsletter
- NDC Publications

b. External Support

- Conferences and Seminars
- Short 'Training Trainers' Courses
- Lectures

c. In-House Support

- Fellowships for senior LEA staff and Headteachers
- Training-trainers Courses
- Consultancy

d. Research, Evaluation, and Development

- Investigative Studies
- Surveys
- Evaluations
- Action Research
- Materials Development

e. Collaboration and Networking

- Within education
- With industry and commerce
- With international trainers, researchers and practitioners

The main thrust of its work is in research, evaluation and development and the greater part of its income comes from nationally-funded, large scale projects of this type. The nature and scale of these services are monitored and reviewed in the light of the Centre's mission and its need to be self-financing.

The NDC team falls into three groups:

Core Staff	Associates	Support Staff
Ray Bolam (Director)	John Bailey (Bristol Poly)	June Collins
Valerie Hall	John Edwards (Rank Xerox Fellow)	Joan Moore
Agnes McMahon	Cyril Poster	Biddy Niblett
David Oldroyd	Harry Powell	Mary Purchase
Mike Wallace	Arthur Spencer	Sue Queree

Part 2: Two Key Issues

All education authorities, whether at national, state or local/district levels, must decide at some point how to organise the professional development and support for their principals/headteachers and senior staff. The purpose of this paper and symposium has been to offer the experience of the NDC as a case study for analysis and comment and possibly as a means of informing such decisions in other countries. It is beyond the scope of this paper to present a comprehensive and exhaustive analysis of the many issues generated by the past five years' experience in the NDC but two such issues are perhaps worth exploring. The first is likely to be of interest to workers in this field; the second raises questions, some of which may be peculiar to contemporary Britain (i.e. the role of a national agency in a market INSET economy) but at least one of which - perceptions of management development - is likely to be of general interest.

7. Theory, Research and Practice in School Management Development and Training

This first set of issues turns on questions about the kind of theoretical perspective which is appropriate for a national agency like the NDC and about the availability of useable research and practice knowledge. The original brief for the NDC in 1983 was to promote more effective school management training and the implicit assumption was that the 20 day and OTTO courses referred to earlier ought to be the principal target for this work. Moreover it was also implicitly assumed that such courses were, in themselves, the most effective way of enhancing the performance of headteachers and senior staff. In tackling this brief the NDC has addressed two basic questions.

The first question was: **'What is effective training and learning for headteachers and senior staff?'** to which answers have been sought from two broad sources:

a. Experience and Research in Education

There is now a reasonably well established tradition of practitioner and research work on staff development and school-focused INSET in Europe and particularly the U.K. (see Bolam 1982a and 1982b and Oldroyd et al 1984) and on the management of change and school improvement (e.g. Bolam 1975 and 1984; McMahon et al 1984; Hopkins, 1987). Both these traditions have, to some extent, drawn upon analogous work and thinking in the U.S. and Canada, e.g. Joyce and Showers 1980; Fullan 1982 and Schon 1987). In outline this emerging theory argues that individual learning and organisational change require a range of development, training and learning approaches; that the traditional external course, while reasonably effective as a briefing device for promoting awareness, is poor at promoting behavioural and organisational change; that these are more likely to be achieved via techniques which are specifically aimed at particular learning targets, that these should themselves be rooted in the individual's practical tasks and experience; and that development and training should, when appropriate, take place as close to the work

situation as possible. Fundamental to this emerging theory is the belief that, although professionals should be supported to acquire a repertoire of techniques and skills, in the final analysis they are frequently required to exercise them in complex, dynamic and unpredictable situations for which specific training cannot be provided. Thus, the concept of reflective practice is a useful one both in understanding these dilemmas and in helping the trainers and practitioners to resolve them (see Bailey, 1987).

b. Experience in Industry

As indicated in Part 1, the NDC has drawn directly upon the experience of industrial management trainers both for particular techniques like action learning and self-development but also for the strategic concept and process of management development. The essence of this concept, like that of staff development, is that authorities which employ teachers ought to accept and act upon their responsibility for developing their senior managerial staff on a systematic and continuing basis in order that their schools may be better managed and that their students be better served. In spite of the fact that some researchers (e.g. Al-Khalifa 1986) have raised important questions about the validity of experience drawn from industrial management training, these particular ideas have been considered worthy of adaptation to education.

These two sources have informed the work of the NDC since 1983. In particular they led to the adoption of the management development strategy for LEAS and schools as described by Agnes McMahon; to a detailed analysis of training and learning as practiced by trainers in higher education and LEAs, and as reported by Mike Wallace; and to the work of David Oldroyd and Valerie Hall on the management of staff development in LEAs and Schools. In these respects, therefore, the NDC has adopted a reasonably consistent and coherent approach to management (or leadership) development which begins to take on the characteristics of an emerging theory.

The second basic question **'What is effective school management?** was only implicit in the NDC's brief. Consequently it was not addressed directly or systematically and there are serious gaps in our theoretical and practical knowledge. Progress is however being made on this problem by U.K. researchers. Hughes (1983 and 1988) provides a good summary and analysis of recent British research, from which one may reasonably conclude that role theory has been the main theoretical orientation, that secondary headteachers have received most attention, and that little has been published on other managerial roles. The tasks of secondary heads have been studied directly or indirectly by several researchers (e.g. Lyons, 1976; Webb and Lyons, 1982; Morgan et al, 1984; Jenkins, 1983; Hall et al, 1986; and Weindling and Earley, 1987). The tasks of primary heads have not been directly researched to the same extent, though one study has filled some gaps in our knowledge of primary school staff relationships (Nias et al forthcoming) and another of the distinctive tasks of heads in small schools (Wallace and Butterworth, 1987). On the vexed question of school effectiveness, some encouragement and illumination are now forthcoming from the two major research studies carried out in Inner London secondary schools (Rutter et al, 1979) and, most recently, primary schools (Mortimore et al, 1988).

DIAGRAM 1 : DISJUNCTURES BETWEEN THE LITERATURES ON THEORY, RESEARCH AND PRACTICE

KEY QUESTIONS N.B. to be answered in relation to: o role (heads, deputies, etc.) o career stage (preparatory, inservice, etc.) o gender and race o school type (primary, secondary)	TYPES OF KNOWLEDGE		
	A. THEORY	B. RESEARCH	C. PRACTICE
1. WHAT IS EFFECTIVE SCHOOL MANAGEMENT?	e.g. Hoyle, 1986 Hughes, 1988	e.g. Hall et al 1986 Weindling and Earley, 1987	e.g. Niblett, 1986a
a. Who are the school managers, what do they actually do and what are they expected to do, now and in the future?			
b. What constitutes effective school management performance?			
c. What are the knowledge, skills, attitudes and conditions needed for such effective performance?			
d. What are the implications for policy, research and practice?			
2. WHAT IS EFFECTIVE SCHOOL MANAGEMENT DEVELOPMENT AND TRAINING?	e.g. Bolam 1982a	e.g. Bailey, 1987	e.g. Niblett, 1986b Wallace, 1986
a. Who are the developers and trainers, what do they actually do and what are they expected to do, now and in the future?			
b. How can managers best learn to be effective?			
c. How can developers and trainers best support their learning?			
d. What knowledge, skills, attitudes and conditions are needed for effective development and training?			
e. What are the implications for policy, research and practice?			

KEY ISSUES

- o How much knowledge do we have in each cell?
- o How robust and useable is it?
- o To what extent are the different knowledge types articulated and mutually informing?
- o What are the implications?

These questions and issues are developed and displayed in Diagram 1 and several observations can be made about them.

First, question (a), and its associated sub-questions, must be answered in relation to the various types of school (e.g. primary, secondary, special); to different managerial role-holders (e.g. headteacher, deputy headteacher and department head; to various career stages (e.g. preparatory, inservice); and to gender and race (see Appendix Table). Second, the answers to both questions (a) and (b) ought to be informed by each and all of three types of knowledge: practice knowledge, research knowledge and theoretical knowledge yet, at present, this is not the case and the articulation between these three types is woefully inadequate.

With respect to effective school management, for example, although there is extensive writing on theories of leadership, management and administration (e.g. Hoyle, 1986; Hughes, 1988), a burgeoning research literature (e.g. Hall et al, 1986; Weindling and Earley, 1987; Mortimore et al, 1988) and an overwhelming practitioner literature (vide Niblett, 1986a), they are rarely mutually informing or inter-connecting. This is equally true of work on management development and training, as it apparently also is in the U.S.A. (Murphy and Hallinger, 1987). Third, the lack of articulation between these six types of knowledge is itself a matter for considerable concern which ought to be addressed as a matter of urgency. Finally, the reliability and robustness of our research knowledge differs considerably between the various sub-topics under the two headings: some mapping and priority setting ought also to be high on the U.K. research agenda (see Bolam 1988b for a development of this point).

Notwithstanding these uncertainties and ambiguities, all policy-makers, researchers, developers and trainers are bound to adopt a set of working hypotheses or theories, however implicitly. The NDC's broad stance was to adopt a version of contingency theory which recognises the loosely-coupled nature of schools and LEAs and the essentially micro-political nature of leadership within them. This stance is based upon the work of Hoyle, 1986, (who is a member of the Centre's Steering Committee) and has been found to be reasonably consistent with the conceptual frameworks used by researchers from the U.S.A. (i.e. Hall et al, 1984 and Dwyer, 1984) and Canada (i.e. Leithwood and Montgomery, 1984) whose work has also influenced the Centre's perspective.

8. A National Agency in a Turbulent Environment

Whereas the first set of issues posed problems of a continuing, underlying, and even implicit, kind, the second set occurred more episodically and posed urgent practical problems for the NDC.

a. A Small Centre with a National Brief

The first problem was predictable enough but its ramifications only became clear as time went on. The idea of a national centre was not new. The Birmingham report (Hughes et al, 1981), had recommended establishing a school management unit. One of the national headteacher associations had argued over several years that a staff

college for secondary headteachers should be established at national level on the model of the Civil Service Staff College. This latter approach was not adopted for at least two reasons: first, a single staff college could not cater for both primary and secondary heads (30,000 approximately), let alone the 100,000 or so other teachers with a management function; second, it made economic, logistical and professional sense to root the initiative in those regional institutions which already had experience and expertise in school management training.

Thus, the rationale was that a small national centre should promote improvement in the provision of school management training by working through and with the providing agencies which were regionally-based. However, when the Steering Committee authorised the Centre to adopt the promotion of management development as its mission, the client group extended from 45 providing agencies, which was just about manageable with a staff of 4.5, to 104 LEAs and, through them, the 130,000 school managers, which clearly posed a quite different set of problems and radically altered the Centre's approach and style of work.

b. The Shift from Training to Development

Quite apart from its logistical and resource implications, the NDC's revised brief raised more fundamental problems. External training courses are familiar and, in spite of their many deficiencies, broadly acceptable forms of professional support and improvement. Put more simply, everybody understands what a training course is. Management development, on the other hand, is an unfamiliar and more complex process and concept. LEAs and schools find it difficult to understand and to implement and, by its very nature, its existence and impact are less apparent. Although most people accept its value in principle, in practice they tend to revert to and favour the more familiar and concrete training course mode. The indications are that this was true of those of the NDC's sponsors who were not members of the Steering Group and this appeared to have a significant consequence for their perception of the Centre's revised mission, even though this change resulted from the experience of industrial trainers, whose advice the Centre had been required to seek.

c. A National Centre in the INSET Market Economy

As the Thatcher Government moved into its second term of office, its economic philosophy and policies began to impact upon INSET in general and the work of the NDC and school management training in particular. By 1984/85 two implications were evident: first, that radical changes in the organisation and financing of INSET would lead to a market relationship between LEAs and schools on the one hand and INSET providers on the other; second, that the NDC would be required to become mainly and possibly entirely self-funding by 1988. Both of these implications have now been realised and their wider national consequences have been considered in an earlier paper (Bolam, 1988). The consequences for the NDC are complex. Whereas the NDC was initially a Government-funded centre with a national brief to support providers working on Government-funded courses, it is now operating in the market place in competition with those same providers. If it is

to maintain its mission and services, therefore, the NDC must find an appropriate niche in the market, i.e. clients who are prepared to pay for the services outlined in section 6 above. Moreover, if the NDC is to survive, it must earn enough to cover its costs in full. The Centre's present business plan is based on the assumption that these conditions can only be met if it can obtain at least 50% of its income from large-scale long-term research and development contracts, probably funded mainly by Government agencies. Paradoxically, therefore, market pressures may well compel the Centre to adopt a mode of work (i.e. R & D) which was discouraged within its initial terms of reference from the Government and Steering Group.

d. School Management and National Education Reform

It would be difficult to exaggerate the impact of the current Government's education policy initiatives on school management and particularly on headteachers. The most significant changes have arisen from the Government's commitment to the view that the teaching force should be managed and developed in order to achieve its policy goals of improved teaching quality (DES, 1983) and better schools (DES, 1985). Its strategy includes the following main components:

- o fundamental changes in the organisation and funding of INSET, giving many schools an INSET budget and requiring them to have a staff development policy;

- o a new, Government-imposed, pay-structure, hours of work and conditions of service for headteachers and teachers, including five INSET days, which are explicit and legally binding;

- o the introduction of a national teacher appraisal (evaluation) scheme, probably including classroom observation, which the Government has the legal power to enforce;

- o fundamental changes in the school curriculum and in examinations and testing (i.e. pupil profiling, new national examinations, a national curriculum, national testing and the promotion of vocational education and the so-called enterprise culture);

- o fundamental changes in the governance and management of schools and teachers (i.e. increased powers for school governors; school-level financial management; grant-maintained (semi-independent) schools; changed roles for LEA advisers, officers and elected members).

All of these recent and impending changes have been nationally initiated, all are likely to be in the early stages of implementation during the next three to four years, all have direct consequences and implications for teachers, pupils and school management, and all, therefore, have implications for school management development and training. Crucial questions immediately arise about the capacity of headteachers and their senior staff to cope with this massive agenda for change and about the capacity of our national INSET system to provide appropriate management development and training. Over the next five years the problem of managing multiple innovations simultaneously is likely to be a generic one which will only be solved if politicians, administrators and professionals recognise this and

act accordingly. At present, national policy-makers and administrators appear to be disregarding the lessons from research and practice about the management and implementation of change. For example, provisional current government plans to deal with the training of headteachers and others to manage these innovations appear to be reverting to the traditional training course mode - albeit in the modern guise of distance learning packages. The logistical and resource reasons for this approach are understandable but it is a misnomer to call this 'training': the most it is likely to achieve is heightened awareness.

9. Conclusion

These two key issues - the uncertain state of our practical knowledge and the need to act within a rapidly changing political and economic context - illustrate well the tensions which face a national agency like the NDC. Presumably, although they necessarily take on a particular shape within the specific circumstances of the U.K., analogous agencies in other countries and settings are faced by similar issues and dilemmas. Of course, the new agenda for change in the U.K. offers considerable opportunities which the NDC, in its new entrepreneurial mode, will grasp, always bearing in mind its commitment to the principles outlined in Section 6 above. Thus, it will seek to work with its client groups in order to promote management and staff development for school improvement but the increasing predominance of the market mechanism is not designed to promote either the best use of existing practical knowledge nor any systematic attack on the problems of theory, research and practice outlined above. The reasons for this are complex and are also presumably not restricted to the U.K.: first, problem-oriented action on evaluation research funded by national agencies within a severely restricted time-scale puts pressure on the researcher to pay less attention to previous research, to the generation and testing of theory and therefore to the building and accumulation of practical knowledge. Second, busy politicians, policy-makers, administrators and decision-makers act with minimal attention to previous research (e.g. on successful and unsuccessful change strategies) and, ironically, almost certainly achieve fewer of their goals than if they had paid attention to that research.

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Supporting School Management Training Provision in External Agencies

Mike Wallace, NDC

1. Introduction

The purpose of this paper is twofold: to provide an overview of the NDC's work to support school management training provision in external agencies, and to give evidence of good practice and deep-rooted problems in relation to this provision. Three key questions underpin the discussion:

- o What form of partnership is required for the provision of effective training courses and their surrounding processes?
- o Which training and learning methods are most effective?
- o How, within limited resources, may a small national organisation most effectively influence the quality of this provision?

As Bolam's contribution to this symposium points out, external training courses are not a particularly effective form of inservice training support. Some six months before the NDC was set up in 1983, the Government had introduced a school management training initiative in which funds were made available for approved courses. The NDC's initial brief was to support external providing agencies (universities, college, polytechnics and Local Education Authority Consortia) in order to improve the quality of these courses. The initial task for the NDC was, therefore, to help those involved to make the most effective use of an initiative whose parameters had been set in the face of what we know from research and common experience.

2. Management Courses Funded by Special Grant

The courses were of two kinds, prescribed by the Department of Education and Science (DES) under a scheme of direct grants for in-service training in areas of high priority. Basic courses, involving a minimum of twenty days' release from school, were intended to train heads and senior staff in their leadership role. One Term Training Opportunities (OTTOs) were intended by the DES both to challenge experienced heads and senior staff and to train them as trainers of colleagues in other schools, where they would contribute to the directing of basic courses. The courses were to be offered regionally to two or more LEAs. An idea of the scale of the problem addressed by the NDC is indicated by the fact that since 1983 the Centre has worked with about 45 institutions in England and Wales offering, between them, up to 95 courses each year. In April 1987 the funding arrangement changed radically with the introduction of a market mechanism for in-service training. This innovation brought significant consequences for the institutions and for the NDC.

The special funding initiative spanned three years and two terms. According to statistics collected by the NDC, nearly 6,000 heads and senior staff participated in OTTO and basic management courses. However, on the NDC's estimate of about 130,000 eligible heads and senior staff, the initiative reached only around 4.5% of the target group. If allowance is made for promotions into and retirement from management posts over this period, the likely impact figure is closer to 4%. A major issue concerns the 96% of those eligible who did not receive training under the initiative. It is probable that some of them received support from other

award-bearing and non-award bearing courses. If the figures of an earlier survey (Hughes et al 981) are taken as a guide, perhaps up to 50% might have experienced some form of non-award bearing course and 5% an award-bearing course. Yet, as many non-award bearing courses are very short and can cover little ground in any depth, it appears likely that a majority of heads and senior staff have not received significant training support over the last five years.

Over 80% of those trained attended a basic course designed to help them improve their work as managers of their schools. There were almost 1,000 OTTO graduates, one third coming from secondary schools. If they had been effectively trained as trainers of colleagues in other schools and were effectively used afterwards, the teaching force would now include a cadre of trainers numbering about ten per LEA overall.

3. Early Surveys

An early task for the NDC was to map the field. A small-scale investigation of management training and its surrounding processes outside education was undertaken by Ballinger (1984a). She found that, within a company, dialogue concerning a manager's performance was maintained through appraisal interviews conducted by the senior manager, leading to the identification of training needs. Trainers supported the manager in meeting these needs, the process forming an integral part of the company's management development policy. The rationale was to support managers in improving their performance so as to contribute more effectively to the company's goals, as defined by senior management.

The most effective form of training was reported to involve negotiation of an agreed learning contract between manager, senior manager and trainer. 'On the job' training in the workplace was complemented by 'close to the job' training involving the senior manager in support, or 'off the job' training in specific skills. Participation in externally provided general courses was rare since they were regarded as expensive and to some extent ineffective in relating to an individual's practice. In the light of this experience Ballinger recommended that school management training should be couched within a management development policy and should focus upon specific training for job performance.

In 1984 the NDC surveyed the 18 institutions providing the first OTTOs, most of which also ran basic courses (NDC 1984a). The survey identified several issues which have continued to be of concern: for instance, the proportion of women attending reflected the level of under-representation of women in senior school management positions nationally. Course structure varied greatly, from one long block of time to single days spread over several months. Fewer than a third of the courses included a preparation element beyond provision of a reading list and very few included any post-course element such as a follow-up day or establishment of a local mutual support network. Aims were stated in such general terms that it was not clear how they were carried out through the content and method. There was wide variation in methods, including quite extensive use of simulations which were generally regarded as a form of experiential learning. However, there was little evidence of participants learning by solving problems in their normal job situation. Providers were expected by the DES to make links with industry so that participants might learn

from good practice outside education. On the courses the links varied from little contact, through visits to industry, to lectures from industrialists and management consultants. Evaluation was by internal questionnaire, focusing on participants' assessment of the quality of their experience on the course, rather than changes in their leadership behaviour in school. There was great variation in both the representation of the different parties with a stake in the training process and their level of involvement. In some cases LEA representatives were closely involved in the course design, in others their contribution was no more than a token presence on a formal committee.

In 1985 a small sample of eighteen LEAs was invited by the NDC to indicate what, if any, contribution was being made beyond their school by heads and senior staff trained on OTTOs as trainers of colleagues in other schools. Five LEAs had apparently made no use of the OTTO graduates as trainers, suggesting that some LEAs had not planned to make use of the cascade model of training for which the OTTOs were intended. There appeared to be a mismatch between the stated aims of OTTOs and the criteria used by some LEAs for selection of participants.

In contrast to the coordinated approach in industry, practice in education appeared to reflect a looser relationship between LEAs, providers and participants, with negative consequences for the effectiveness of this intervention. To promote greater coherence within the courses and their surrounding processes of consultation, design, selection of participants, preparation, and follow-up and evaluation, the NDC undertook several initiatives. The major work was to explore the notion of management development within LEAs and schools (McMahon and Bolam 1987) so that a range of activities, including training courses, would be designed to meet previously identified priority needs in relation to management tasks. These activities would be integrated with participants' work in school or as trainers, and evaluated to assess how far the identified needs were being met.

4. Advice on Course Recognition

At the same time, support was given to the providers of training. The NDC became involved in advising the DES on the recognition of courses to be offered under the special funding arrangements (NDC 1984b). Criteria were developed for assessing the quality of proposals for new courses and modification of existing courses, based upon guidelines used by Her Majesty's Inspectors (HMI). The draft criteria were considered and modified by a working party representative of LEAs, heads and senior staff and providers, and discussed at a national providers' conference.

In their final form, the NDC criteria were used as the basis for discussion of detailed proposals with providers. While they were adapted for different kinds of programme, including individual fellowships, the process criteria for all courses contained similar elements. These elements were regarded by the informed professionals involved as good practice in developing courses, selecting participants, supporting them before, during and after their experience away from school, and in evaluating the courses.

5. Evaluation

The NDC's initial brief included evaluation of the courses. However, it became clear, after completing two external evaluations, that the NDC team was too small to carry out further external evaluations itself. The alternative was to support providers in developing their capability to evaluate their own courses. The NDC published the evaluation of one basic course as a model to which providers could respondin developing their own procedures. (Ballinger 1984b) The evaluation of this course included an attempt to assess the impact on participants' practice by interviewing them several months after the course was over. Some participants' colleagues were also interviewed to see what, if any, changes in behaviour they perceived in the participants as a result of the course.

Another initiative was to set up a working party of providers to write a booklet of practical advice on the process of evaluating school management courses (Eraut et al 1985). This publication was disseminated to all providers offering basic courses and OTTOs.

Under the arrangements for giving advice on course recognition, the NDC received the evaluation reports on completed courses in order to inform the process of giving advice upon proposals to run revised versions of these courses in the future. An interim analysis of sixteen evaluation reports revealed a disjunction in most cases in the partnership between LEAs, providers and participants. Frequent lack of LEA involvement in planning and in actively supporting the processes surrounding the course was identified as a major issue. Consequences of the lack of close partnership in many instances were seen to include:

- a degree of confusion about the roles of different partners. For example, some participants expected trainers to act as experts imparting knowledge where the latter perceived themselves as facilitators;

- unclear selection criteria. Most participants did not know why they had been selected and it was not apparent whether there was any process for identifying training needs;

- lack of preparatory activities;

- wide variation in content and method. Participants commonly experienced a series of apparently unconnected activities whose underpinning rationale about adult learning remained implicit. Courses which offered a mixture of activities linked within a view of learning as a continuous process related closely to participants' experience resulted in the greatest level of aspiration among participants to make changes in their practice;

- lack of follow-up support from LEAs. Self-help groups appeared to be the main form of long term support and there was little evidence of participants being debriefed about their experience and plans for action after the course;

- little emphasis on OTTOs on training methodology as opposed to production of materials. Many participants on these programmes were unclear as to how they would be employed by the LEA in a training role.

Some were received negatively by participants in the training they undertook because of lack of skill as trainers or a perception that they were the LEA's 'favoured elite' heads;

- the main reported outcomes being satisfaction with the course experience, increased knowledge and an increase in professional confidence, as opposed to improvement in job performance.

Two intractable areas of concern were first, how to ensure adequate communication between LEAs, providers, participants and their staff at all stages of the process of course design, targeting, implementation and evaluation. The second area was making explicit and coherent the assumptions about adult learning that seemed to underpin the course and its surrounding processes.

6. Other Publications

The NDC initiated the development of publications on various key topics which were disseminated to providers. These publications included:

- an account of how one provider developed resource material for each course (Day and Moore 1986);
- a directory of management development activities and resources (Wallace 1986a), which contained a section on the nature of adult learning, to encourage the use of a wider range of training and learning methods;
- an investigation of ways in which the management courses made links with industry (Chapman 1986);
- a study of action learning methods, in common use outside education, and their application to education (Wallace, Bailey and Kirk 1988);
- an investigation of courses addressing the management of special educational needs in mainstream and special schools (Salmon 1987).

7. Conferences

Each year the NDC organised a national conference for the regional providers of management training courses offered under the Government's special funding initiative. Topics included trainers articulating their assumptions about adult learning and how far their courses reflected these assumptions; exploring the new partnership required between the stakeholders in school management training within the market mechanism for funding in-service training introduced in 1987; and assessing the impact of the new market mechanism on provision.

8. Monitoring Visits

Originally each NDC team member acted as a contact person for one region of the country, visiting the courses offered in the area. However, this strategy proved very time consuming. An alternative was for one person to visit a sample of the growing number of courses towards the end of the special funding initiative. In the spring of 1987 one-day monitoring visits were paid to a sample of 22 basic and OTTO courses offered by 19 providers in England and Wales. Participants were asked to comment on

perceived strengths and weaknesses of the course and its surrounding processes, and to make recommendations for improvement. Course organisers and trainers discussed separately the course design and any issues arising from the surrounding processes or the course experience itself. In a few cases it was possible to seek the views of LEA advisers who were supporting the course.

The findings indicated that participants were generally very appreciative of the opportunity to attend the course, in most cases their first experience of management training, and found the course experience valuable. According to the course documentation and some of the sessions observed it appeared that most providers were tending to favour a collegiate model of management practice. There was some indication from participants of a tension between this model of good practice and the more contingent approach that they actually adopted in school.

Many of the difficulties identified earlier, both by the NDC and a research project commissioned by the DES (Bailey 1987), appeared to remain. Some problems were rooted in the lack of a close partnership between LEAs, providers and participants, for example:

- courses offered to several LEAs were frequently of a very general kind in order to satisfy as wide a range of individual LEAs' requirements as possible;

- the involvement LEA advisers varied from close involvement in course design to little more than selecting participants;

- some LEA advisers were uninformed about the purposes and target group for the course despite attempts by providers to consult them. In one instance participants who had formed part of the first cohort of a course were invited to participate in the second run of the same course;

- most participants did not know why they had been selected and many trainers had to make their own deductions once they became acquainted with participants. The consequence for participants was anxiety in the initial stages as they were unsure whether the experience was seen by advisers to be a remedy for poor performance or a boost to existing competence;

- a considerable minority of participants were selected a very short time before the course began or even once it had started, giving them no time to review their current work in preparation for the course;

- many participants found difficulty in obtaining information from their LEA adviser. Most participants were committed to the course before they knew what it entailed;

- the majority of participants did not know what, if any, follow-up support there would be, and expected it to come from themselves, peers or providers, rather than their LEA;

These findings reflect in part the turmoil within LEAs because of the impending change in the funding mechanism for inservice training. On the other hand, the problems are similar to those noted over many years in which a menu of courses have been offered 'off the shelf' by providers and

seen as self-contained experiences (Rudduck 1981; Wallace 1988) by LEA advisers. It has been assumed that participants can improve their performance by attendance on a course, without a close link between needs arising from their management tasks in school, the course experience and support for subsequent attempts to change their management practice in school. The findings support the contention, prevalent in industry, that management training activities should be located within a framework of management development so that they do meet identified priority needs arising from management tasks in school.

The monitoring visits also provided evidence of what participants perceived as good practice on courses and their surrounding arrangements. These activities promoted a close link with participants' job-related concerns, challenged their assumptions and provided guidance and support with implementing changes in their practice in the light of their reflections. They included:

- dialogue between potential participants, LEA advisers and providers before a commitment was made to attend;
- negotiation of a personal 'learning contract';
- a preparatory visit to participants' schools by the course organiser;
- a modular course structure spread over a long period, giving opportunities to implement in school what had been learned on the course;
- attendance by two or more senior managers from each school so that they could support each other in school;
- a residential period involving teambuilding activities early on so that participants could build the mutual trust needed to share their real concerns;
- on the job activities such as monitoring the use of participants' time during the school day;
- close to the job activities such as school visits, shadowing another participant in school, or acting as a mentor for another participant;
- opportunities to share and solve their school management problems using the experience and advice of other participants;
- stimulating lectures which caused participants to question their assumptions while providing conceptual frameworks and practical guidance for improvement in practice;
- practice in a safe setting, with video feedback, of key skills such as appraising a colleague;
- availability of LEA advisers, experienced heads and senior staff or trainers for support in school during and after the course;
- follow up activities such as establishing a network of present and past participants.

The results of the monitoring visits were fed back and discussed at a national providers' conference and the recommendations incorporated in a publication to be disseminated nationally (Wallace 1988).

A key issue arising from these visits is the extent to which they provide adequate support for effective adult mid-career learning. In recent years theories of adult learning underpinning management training in education and elsewhere have swung from the acquisition of conceptual knowledge to reflective action on experience, employing trainees' everyday language (Murphy and Hallinger 1987; Schon 1987). Emergent theory attempts to synthesise these perspectives, taking trainees' experience and performance-related concerns as a starting point, raising awareness through theoretical input while simultaneously testing theories for their relevance to practice, and providing practical coaching support with implementation of new or modified behaviour in the workplace (Wallace 1986b). The picture of problems and good practice outlined above supports such a synthesis which would imply that training must be closely related to practice while broadening participants' horizons and informing their practice through the challenge of relevant theory. Within this conception of adult learning, theory is developed inductively from practice and tested out in practice.

While there is little evidence about the level of impact that school management courses have upon participants' practice or the effectiveness of their schools in educating pupils, there have been rigorous studies in North America on the effectiveness of inservice training methods in relation to the curriculum. To the extent that we may legitimately extrapolate from research in a different cultural context with a different but related focus, there may be lessons for improving management courses.

For example, the work of Joyce and Showers (1980) suggests that a combination of five components of training are most effective in supporting improvement in job performance. These components are: presentation of theory, modelling and demonstration, practice in a simulated setting, feedback on job performance and on the job coaching. The courses visited provide support primarily for the first three components.

The heads and senior staff were by and large on their own once they left the course setting and attempted to change their behaviour and influence that of their colleagues in school. Those training to be trainers of colleagues in other schools did not, in general, have support when putting into practice what they had prepared during their OTTO experience.

9. Survey of Providers

This survey was conducted in the summer of 1987 after the advent of the present arrangements for funding inservice training where LEAs submit a bid to the DES for the inservice training support they require. Earlier restrictions on the types of management course were lifted, enabling individual LEAs to negotiate with providers for the services they wanted to meet their needs or for the LEA advisers to conduct training provided by external agencies hitherto. The relationship previously existing between LEAs, providers and schools and the range of provision were subject to major change. A short questionnaire was sent to 73 providers, including all those involved in the earlier special funding initiative, and 38 providers (52% of the total) responded.

Providers were asked to record the numbers of participants attending different kinds of course in the academic year 1986/87 and estimated numbers for 1987/88. The table below indicates which aspects of provision are likely to increase or decrease:

TABLE 1: Estimated Changes in Participation in School Management Courses

Non-Award Bearing Courses	Estimated Percentage Change	Award-Bearing Courses	Estimated Percentage Change
Short course (less than 20 days)	+ 22%	Certificate	- 20%
Basic Course	- 10%	Diploma	- 37%
OTTO	- 67%	Taught Masters	- 18%
Fellowship	- 52%	MPhil/PhD by Research	- 36%
Other Courses	- 29%	Other Courses	- 53%

The general trend appears to be an increase in short, non-award bearing courses coupled with a marked decrease in longer non-award bearing courses, especially the OTTOs and a significant decrease in all award-bearing courses. A major reason appeared to be that LEAs (reported by 23 respondents) were tending to allocate a substantial proportion of their budget for inservice training direct to schools. Consequently, there would not be sufficient resources in any one school to support the headteacher or a senior member of staff attending in-depth training provided by an external agency.

Eleven providers reported increasing consultations with LEAs in order that providers would be in a position to offer management training that LEAs would be willing to pay for. With the advent of the special funding initiative, the earlier 'menu' of courses initiated by providers had been supplemented with the basic and OTTO courses offered regionally. Now, under the market funding mechanism, individual LEAs were demanding that courses be tailored to the requirements of their policies for management development of their heads and senior staff. Three respondents reported that LEAs were increasing their provision of in-house management training. The national picture was one of transition where providers were seeking new clients within a contracting market for their services.

In order to increase flexibility in this new contracting market dominated by individual LEA requests, 19 providers stated that they were re-organising their courses into a system of modules, each contributing towards an award. One provider was seeking a new market by offering a course for managers drawn from both industry and education.

Issues raised by the outcomes of this survey include:

- the breadth of provision being sought by LEAs through short courses which reach the maximum number of those eligible is at the expense of longer in-depth courses which are more likely to impact on participants' practice;

- heads and senior staff are facing declining opportunities for broadening their professional understanding through long term study. Short term training for immediate technical competence may override the long term need for heads and senior staff whose professional decisions are informed by a broad overview of their practice as educators and managers;

- by devolving the major part of their inservice training budget to schools, many LEAs are reducing their potential to act strategically and provide for the management development needs of their heads and senior staff;

- as LEAs are able to act individually, they are forcing providers to meet the diversity of needs arising from LEAs in their region. The special funding initiative brought some coherence to the previously inequitable availability of management training provision across the country by requiring LEAs to support regional courses. Under the new funding arrangements, we are likely to return to a patchy pattern of provision;

- unique expertise built up by providers since the special funding initiative began in 1983 may be dissipated if the declining use of their services results in trainers seeking work in other fields. LEA advisers cannot easily develop the expertise needed to offer high quality management training.

A new form of partnership appears to be needed in which external providers offer a service tailored to the needs of their clients in LEAs, consortia of schools or individual schools. Providers may both carry out training programmes themselves and support LEA advisers and heads acting as trainers by offering 'training of trainers' support. If LEAs are to offer heads and senior staff a range of in-depth training, they must promote school based and school focused activities to meet identified needs, retain a reasonable proportion of their inservice training budgets centrally, and collaborate with other LEAs in supporting regional courses. External courses should include activities which provide feedback on participants' job performance and, ideally, on the job coaching. Thus the necessary process of consultation and collaboration for all partners is extensive if the support for heads and senior staff is to be both strategic and effective. This consultation process itself requires managing at school, LEA and regional levels, pointing to the need for a coherent system of management development at school level which articulates with a system for managing management development at LEA and regional levels.

In sum, the new system of funding may have brought unintended consequences for the Government. At a time when a coherent approach to management training is urgently needed to promote the implementation of the Government's agenda for radical educational reform, the market place funding mechanism it has introduced is threatening the ability of LEAs to act strategically and of providers to respond.

The Secretary of State is currently considering a proposal to form a new national umbrella organisation to promote the development of short, practical, modular courses to be offered initially by a network of existing providers covering all regions of the country. We know from

extensive research (e.g. Bolam 1984) into the management of change for school improvement that in-depth support including coaching in school is likely be needed for heads and senior staff if their schools are to implement effectively the agenda for educational reform. It seems likely that the proposed initiative will be subject to all the drawbacks of short, superficial courses highlighted in this paper, and that it will be introduced into a context where LEAs and providers are generally not working in the kind of close client-service partnership needed to support a coherent approach to the management development of heads and senior staff in each school, across each LEA and within each region. Political expediency requires the appearance of quick, widespread results from this Government initiative. It is questionable how far it will, in reality, help the Government to achieve its goal of implementing its extensive agenda of educational reforms.

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DRAFT

Management Development in LEAs and Schools

Agnes McMahon

1. Introduction

The purpose of this paper is to report the main features and major outcomes of a project on management development that the NDC was engaged in from 1984-87. The NDC's working definition of management development is that it is a process whereby the management function of an organisation becomes performed with increased effectiveness. An alternative definition is that management development is a sub-set of staff development i.e. for those teachers who have school management responsibilities. The NDC is committed to the view that improving the managerial performance of school managers can lead to an improvement in the quality of teaching and learning and this has been an underlying rationale for the project.

In 1983/84 the NDC team began to recognise the importance of LEAs and schools establishing a coherent policy on management development and decided that it would be valuable to test out these ideas in practice. (The NDC's approach to management development is described in Bolam's contribution to this symposium). In July 1984 work started on an action research project with eight local education authorities. The NDC's intention was to work collaboratively with staff in these authorities to help them plan, implement and evaluate an LEA-wide management development policy and programme for headteachers and senior staff in primary, secondary and special schools. A second aspect of the project was to explore how schools could establish management development policies and programmes.

A survey conducted in February 1984 had largely confirmed that LEAs did not have explicit policies on management development and training, and that where provision existed it was generally in the form of external courses. Research was also indicating that LEA selection procedures for headteachers were unsystematic and rudimentary (Morgan, Hall and Mackay, 1983); that LEAs did not provide adequate induction and support for newly appointed headtachers (Weindling, 1987); and that follow up provided by LEAs to heads and senior staff who had attended management courses was woefully inadequate (Bailey, 1987). The NDC had concluded that experience in both industry and education indicated that external courses were a weak mechanism for individual learning and organisational improvement and that effective management development in industry was rooted in a coherent policy which involved the use of a range of techniques including individual performance assessment, in-house support, planned management succession and a limited number of external courses. (Ballinger, 1984, Burgoyne and Stuart, 1978). In many important respects educational experience pointed to similar conclusions. (Baker, 1980, Bolam, 1984, Fullan, 1985). Hence the decision to work with a small number of authorities and schools to explore how they could plan, implement and evaluate management development policies and programmes. The NDC undertook to provide a common framework for this work in the form of a draft set of process guidelines which LEAs and schools would be invited to comment upon, adapt and trial. The guidelines would be revised in the

light of this experience and then made available to other LEAs and schools who wished to implement a management development policy.

2. Selecting the LEAs

The projected timescale was very short. The NDC proposed to work intensively with the pilot LEAs for a year in the first instance, with a probable extension into a following year. Furthermore, no additional resources were available to support this work. Authorities wishing to take part in the project would have to make a considerable resource investment in it (e.g. NDC suggested that two senior people should each give one day a week to the work). NDC was only able to fund attendance at workshop conferences. Because of the short time scale it was felt that pilot LEAs should already have made some progress with management development so that they would be able to move into action quickly. Criteria for the selection of pilot LEAs that the NDC felt were essential were:

- commitment to the implementation of a management development strategy over a two or three year period

- readiness to invest resources, particularly the time of two LEA personnel

- willingness to collaborate with the NDC team and provide written feedback about what was happening

- 'readiness' to plan and implement an LEA management development strategy - indices of this would be:

  - good LEA leadership at the top
  - the existence of a policy on management development in the wider authority
  - the LEA's willingness to work with personnel from local large companies
  - the willingness of LEA advisers and officers to engage in their own development.

In addition it was agreed that urban and rural, English and Welsh LEAs should be represented. Through a process of investigation and discussion a short list of ten LEAs was finally produced. A detailed proposal was sent to the Chief Education Officer in these authorities and this was followed up by a visit from two members of the NDC team to discuss the implications of the proposal. At the end of the process eight of the authorities indicated that they wished to take part in the project.

3. The scale of the task

Three important contextual features need consideration at this point. They are:

- o the organisational characteristics of LEAs
- o the innovation
- o NDC resources.

Local education authorities are large and complex organisations. Some key statistics about the eight pilot LEAs are set out in Table 1.

Information about the precise number of teachers employed in these authorities was less readily available. Nevertheless, it was apparent that the target group for management development numbered thousands rather than hundreds in each LEA. (The NDC's formula is that approximately one third of the teaching force have managerial responsibilities). Each authority is managed by a team of local authority advisers/inspectors and officers. Usually the advisers work more directly with the schools and teachers while the officers are more concerned with administrative matters. The advisers are invariably overstretched and there are usually few who have a primary specialism. Following Weick's (1976) argument it can be said that LEAs are very loosely-coupled systems in that '... coupled events are responsive but (that) each event preserves its own identity and some evidence of its physical or logical separateness'. Individual advisers frequently work very independently, and can experience considerable role tension as they may be expected to act both in an inspectorial/administrative capacity and in an advisory/professional one (Bolam, 1978). In 1984 none of the pilot LEAs had an adviser with specific responsibility for management development and whereas the primary advisers had typically had experience as headteachers, this was not the case with their secondary adviser colleagues. Secondary headteachers were not infrequently somewhat sceptical about any advice on school management from an adviser who had not been a headteacher.

TABLE 1 : The eight LEAs involved in the M.D. Project

1985 .	No of Primary and nursery schools	No of Secondary schools	No of special schools	No of advisers/ inspectors approximately	Population
1	286	49	18	12	598,000
2	223	58	22	25	563,900
3	220	45	14	22	604,600
4	279	35	6	12	440,200
5	277	68	21	23	535,500
6	176	29	17	15	391,300
7	364	98	41	30	1,022,300
8	298	50	25	30	716,100

(1985, Education Year Book : London, Longman)

The innovation 'management development' was somewhat unclear and complex, even the terminology was unfamiliar. The NDC asked each authority to work on two broad tasks:

i. to plan, implement and evaluate an LEA-wide management development policy and programme for all headteachers and senior staff

ii. to identify six or seven primary, secondary and special schools and support them as they planned, implemented and evaluated a management development policy and programme at school level.

In its initial proposal the NDC had stated that a comprehensive and systematic LEA level management development policy would probably include the following features:

- procedures for collecting and updating LEA information relevant to the management development policy (e.g. changes in appointment procedures)
- procedures for reviewing the LEA's existing management development policy and programme and assessing its effectiveness
- a written statement of the LEA management development policy which would be reviewed on an annual basis
- procedures for making this policy known to the relevant people in the LEA (e.g. advisers, headteachers)
- arrangements for implementing this policy (e.g. coordinator, resources)
- the production of an annual programme of management development activities based on an analysis of needs at LEA and school level
- profiles of providing agencies/agents in the locality
- allocation of resources to support the implementation of the programme
- procedures for monitoring and evaluating the content and effectiveness of the management development policy and programme on an annual basis
- procedures for feeding back information about the management development policy and programme to appropriate individuals and groups.

The NDC for its part undertook to:

- produce practical guideline materials for LEAs and schools
- revise these guidelines in the light of experience and feedback
- collate and share information and experience about management development between the participating LEAs and the schools
- ultimately to make the guideline materials and information and experience of management development available to others.

The NDC team had a fairly clear idea of the process that they wished to recommend to LEAs, namely a rational, problem solving model with suggestions for action contained in a series of key steps and tasks, but at the outset of the project they were less clear about what the innovation would look like in practice. Furthermore the team's resources were stretched: they were engaged in a wide range of tasks (see the other contributions to this symposium) and though all were available at peak times (e.g. conferences) only one member of the team was available to work on the project on a day to day basis - and even then not full time.

4. The project strategy

The NDC's strategy for the project centred on two things, the provision of draft guideline materials for LEAs and schools and the organisation of

workshop conferences for LEA coordination teams. The NDC, partly for resource reasons and also to strengthen the notion of LEA ownership of the strategy, decided to devote the bulk of its resources to supporting the LEA coordinators. Almost without exception there was no direct contact with school personnel; draft materials, letters, etc. were sent to the LEA coordinators and distributed by them. The NDC's intention and hope was that the LEA coordinators would replicate at LEA level for their school coordinators the support that the NDC was providing for them at national level in the form of workshops and meetings. This broad strategy had been used successfully on a previous occasion but with a simpler innovation. (McMahon, 1986) The LEA coordinators in the management development project had to work on their own policy and practice as well as support schools.

The NDC did provide three sets of guideline materials, one for LEA-wide management development, one for primary schools and one for secondary. However as it was a development project and the NDC team's own thinking was evolving, the materials were produced in stages, the first booklet (stages 1 and 2) was available in October 1984 whereas the last booklet for schools (stage 5) was not prepared until January 1986. Detailed suggestions for the whole process were not available at the outset. The same broad working model was suggested for use at both LEA and school level; it had five stages:

1. Getting started
2. General Review of needs
3. Detailed review of priority tasks
4. Implementation
5. Monitoring and evaluation

Specific advice was contained in a series of key steps and tasks and exemplar check lists and short questionnaires were also included. These materials were produced in draft form, discussed with LEA coordinators at a workshop conference, revised in the light of this experience and a second draft was then prepared for use in pilot schools.

Seven workshop conferences were organised for LEA coordinators between July 1984 and May 1986. One of these was also a conference for school coordinators who followed a parallel programme. These workshop conferences followed a regular pattern - they were two day events and key elements were:

- to review experience and exchange reports on progress
- to discuss draft NDC guidelines (containing suggestions for future action)
- to plan next steps.

The NDC also tried to give participants experience of particular management development activities (e.g. teambuilding) and problem solving techniques (e.g. action learning). External consultants with relevant expertise were involved in the workshops when appropriate. Participants were regularly asked to present written reports on their progress and these were circulated as part of the conference reports. Utilising its contacts in other areas NDC was also able to arrange that LEA coordinators were offered free places on a course on teambuilding run by an industrial trainer, and on a training programme on consultancy skills organised by

the Local Government Training Board (LGTB). In addition the NDC made regular though infrequent visits to each LEA to discuss progress with the LEA coordinators, occasionally they attended meetings with a group of pilot school coordinators but for resource reasons very few visits were made to schools. School coordinators however were asked to write reports on their progress and were then sent a short newsletter highlighting key points that had been raised. In all fifty three primary, secondary and special schools were involved in the project. These schools were selected by their LEAs. NDC advice on selection was that the schools should be ready and willing to work on management development and that the headteacher should agree to act as coordinator for the school.

5. Implementing the innovation

The most difficult aspect of the project was to develop an LEA-wide management development policy and programme and this is the aspect that will be focused on here. The work at school level did not appear to be so complex even though there were many set backs. The major problem was that the project coincided with a sustained period of teacher industrial action. The teacher associations advised their members not to take part in meetings and additional work outside the classroom and this effectively put at least a temporary stop to much of the work in the pilot schools. However many of the schools already had some form of staff development policy and programme in place which provided a basis for considering management development. Secondly, in comparison with the LEAs, the schools were relatively compact and cohesive organisations and in several instances the staff had previous experience of working collaboratively on a project. Many of the schools were able to identify one or more priority areas for management development and worked on these. Primary schools, which generally were less affected by teacher action, were often able to make more rapid progress than secondary schools.

The way in which the LEAs approached the task of establishing an LEA-wide management development policy was much more varied. During the course of the project the NDC developed a four level typology to indicate where an LEA was in terms of management development (Table 2). In retrospect it could be said that six of the eight LEAs were at level 2, one at level 3 and one at level 1. The guidelines were intended to help authorities reach level 4 but they were general and did not take account of the variable starting points. In the development stage of the project the key steps and tasks suggested by the NDC, especially for stage 2 : the General Review of Needs, were very demanding. The suggested steps were:

- plan the general review of needs
- identify the needs of the main target groups
- identify the needs arising from LEA policy
- synthesise and summarise the main LEA-wide management development needs
- find out what management development you do at present
- assess how far what you do at present is meeting your needs
- identify resources for strengthening present provision
- decide on priorities for this year

The NDC argued that there were four main sources of LEA wide management development needs:

TABLE 2: LEA-WIDE MANAGEMENT DEVELOPMENT: WHAT LEVEL HAVE YOU REACHED?

Level	Main Observable Features
1	The LEA: o makes little management training provision of any kind for heads and senior staff o makes small use of external courses
2	The LEA: o makes considerable use of internal and external courses but on an ad hoc basis without any clear policy framework o is only becoming aware of the 'development' approach
3	The LEA: o has been working for several years on the evolution of a management training policy related to school improvement o has a varied, vigorous and well-established pattern of activities which consist mainly of courses o is strengthening courses in terms of preparation and follow-up o has sent most heads and senior staff on a course and some officers and advisers o has established among officers and advisers and senior teachers a reasonably common understanding of the possibilities and limitations of training o realises the need to adopt a development approach
4	The LEA: o has a coherent and explicit policy for management development aimed at school improvement o ensures that it respects equal opportunities, especially in relation to gender and race o has procedures and staff to implement the policy in the form of a regular programme o makes use of job descriptions, appraisal interviews and other methods of diagnosing needs at individual, school and LEA levels o encourages a varied range of on-the-job, close-to-the-job and off-the-job activities and uses off-the-job courses as only one component in the programme o has the infra-structure and personnel capable of supporting course participants during the preparatory and follow-up stages and of relating such courses to the identified needs of the LEA and its schools o encourages heads, senior staff, advisers and officers regularly to engage in the programme o ensures that the programme is systematically monitored and evaluated in terms of school improvement o ensures that the programme embraces the selection and appointment procedures and that both governors and members are aware of this and of the overall policy.

- the teaching force as a whole
- existing policy and innovations
- schools
- individual teachers.

Yet at this stage none of the LEAs had a systematic, still less a computerised data base on the teacher force and information about teachers was largely carried in the heads of individual advisers and officers. The LEA coordinators did not have easy access to the kind of information that would have enabled them to identify for example, that very few women ever attained posts as head of department or above, or that 45% of the primary deputy headteachers were within five years of retirement - both pieces of information which potentially highlight management development needs. A second feature was the way the numerous innovations were handled. Few if any of the LEAs appeared to have a mechanism for looking at the schools as a whole and taking strategic decisions about where innovations should be trialled, all too often the management development implications of a particular innovation did not seem to be given serious consideration (e.g. devolving a greater degree of financial responsibility to schools was seen as a financial experiment rather than a new series of management tasks for which additional training might be required). Typically an individual adviser or officer would be given responsibility for a particular innovation. Systematic procedures for needs identification were not in place, and though two or three years later LEAs have established mechanisms for identifying school wide needs, individual systems for teacher appraisal have not yet been introduced. The pilot schools were able to identify their own needs (McMahon et al , 1984) but it was much harder for LEA coordinators to identify management development needs for headteachers and senior staff across the authority. Identifying existing management development provision was not an easy task either. Advisers often had a great deal of autonomy in the way they worked and ran training courses or offered informal consultancies to schools without reference to any overall strategy on management development and training. On occasions it was hard to identify whether or not some courses were providing management training: for instance, a programme entitled 'curriculum leadership' for deputy headteachers could include a considerable amount of management training or it might focus almost exclusively on the curriculum content. Criteria for identifying the effectiveness of existing provision other than participant satisfaction were not readily available. Very few of the pilot LEAs had attempted to address the question, what kind of schools do we want? What are the implications of this for selection and the management development programme?

Nevertheless some real progress was made. Some examples of the work undertaken are:

1. One LEA established a formal steering committee for management development and reviewed its existing practice. An LEA-wide policy was drawn up and agreed. The management development needs of newly appointed primary deputy headteachers was selected as a priority area and a member of the advisory team was given some seconded time to lead an investigative working party and draw up some recommendations for action. The two main outcomes were that an LEA-wide policy statement was produced and distributed for comment and the adviser, with the help of the working party members, devised and then taught an inservice course designed to meet the needs of the target group.

2. A second authority had said from the outset that 'we believe it is essential that the LEA management development policy should follow the experience gained from development work in the pilot schools'. The LEA coordinators at first made little use of the NDC's LEA guidelines but concentrated on supporting the pilot schools. At the end of the first year the seven headteachers in these schools were given some seconded time and asked to work as a team to investigate the management development needs of staff across the authority, identify existing provision and produce some recommendations for action. The team of teachers interviewed colleagues in the schools, surveyed participants on management courses during an LEA-wide investigative study which lasted for a year. At the end of this period a report which contained recommendations for future policy was produced: it was widely discussed and the recommendations are now being implemented.

3. A third pilot authority considerably enhanced its provision for primary management development. The adviser responsible for management training had embarked on a traditional external course-based model. A twenty day course for primary headteachers was run in 1984/85 and repeated the following year, by which time thirty of the 156 primary headteachers had received some training. The adviser estimated that it would take twenty years to train each head and deputy headteacher unless there was a change in approach. A primary headteacher was seconded to NDC for a term with a brief to find out how other authorities were providing management training and to make suggestions for 'change/consolidation' in the LEA's provision. Her report contained four key recommendations:

   - o that two primary 20 day courses should be run each year
   - o that deputies as well as headteachers should be selected as participants
   - o that a group of headteachers should be selected to form a primary advisory group who would work with the primary adviser and course director to discuss how they might make an input to the course
   - o that primary schools should be organised into professional support groups for management training purposes.

   The authority acted on these suggestions and decided to set up primary professional support groups. In September 1986 all primary schools were grouped into a cluster based on their local secondary school. Each cluster elected one person as convenor and he/she became a member of one of four area steering committees. It was made clear that the cluster groups were expected to meet twice a term. These meetings would be:

   '1. a management training session involving 'self-help' packs
   2. a meeting for professional exchange when useful solutions and innovations to school problems can be discussed and fed back to area steering groups.'

   The Primary Management Advisory Group would advise the LEA on the planning and coordination of this initiative.

   The primary headteacher who had conducted the review was given a further one term secondment to help set up the cluster groups and the area steering committees. A second headteacher was given a one term

secondment with the brief to develop a pack of management training materials for use in the cluster groups. This work is ongoing and it has provided a mechanism for all primary headteachers to have some, albeit limited, access to training.

These are only three examples, other authorities also reviewed their existing provision and made recommendations for policy. Advisory steering committees were established, efforts were made to collect information about the teacher force more systematically, many LEA inservice courses were more precisely focused on management skills and techniques (e.g. team building). The LEA advisers and officers involved in this project also shared in other aspects of NDC work (e.g. through access to reports, attendance at providers' conferences, etc. see Wallace's contribution to this symposium). Real progress on management development was apparent in at least six of the eight LEAs, one of the remaining authorities was from the first unhappy with the NDC's approach but continued to do a great deal of management development and training. The LEAs themselves said that they felt they had benefited from their involvement in the project:

- "The NDC project has directly stimulated ... the secondment of a team of staff during 1985/86 to assess needs and prepare a draft LEA management development policy. ... (the guidelines) have proved very helpful both for LEA and school coordinators in clarifying their own thinking and planning."

- "Prior to this academic year there was no coherent policy for management ... Since September 1984, we have followed the guidelines of the NDC. An M.D. Advisory Panel was set up ... Gaps in provision have been identified. These include head of department training, staff development reviews, a database for the county."

- "The LEA and a number of schools are engaged in looking at current practice in management development, assessing strengths and weaknesses ... Links between the Education Department and other departments and between the Authority and industry have been strengthened ... an area of study 'Towards a Management Development Policy for Headteachers in Secondary Schools' was developed collaboratively by the (seconded) headteacher, the LEA and the NDC."

- "A management development policy embracing both headquarters staff and staff in schools was at a preliminary stage of growth. The Project has focused attention on this service-wide need and stimulated appropriate action. The staff questionnaire concerning mangement development needs and priorities was used with effect by the schools ... cooperation has been excellent; the Centre personnel being ever ready to provide information and guidance ... Conferences ... have been enjoyable and successful for sharing experiences and ideas."

The NDC produced guidelines for LEA wide management development which have been widely disseminated (McMahon and Bolam, 1987) and the school guidelines are approaching final publication (McMahon and Bolam, 1988 forthcoming). It can be said that the broad objectives of the project were achieved, nevertheless progress has been slower than originally anticipated. Contextual factors undoubtedly contributed to this. In addition to the teacher action this was also a period when the Department of Education and Science was introducing a series of educational reforms

which had profound implications for LEA advisers and officers and which inevitably demanded a great deal of their attention (e.g. a radical change in the mechanism for funding inservice education). However the nature of the LEAs as organisations had not been sufficiently recognised at the outset. Hoyle (1986) has spoken about the limitations of rationality in organisations. He argues that '-- there will be in all organisations competing 'rationalities' arising from differences of real interests or perceived interests which will lead to a gap between the goals of management and their achievement'. The broad reviews of policy and practices suggested by the NDC did not always correspond with the reality of LEA decision making. The inherent complexity of the innovation and the mismatch in perception became apparent in the early stages of the project. To the NDC LEA-wide management development was an innovation that went to the heart of the authority's policy on staff management, it encompassed staff selection and recruitment, inservice education and the support role of LEA advisers and officers. To several of the coordinators it was a project about management development in six or seven schools.

Connections were not made between the management development project and other aspects of an LEA's work. For instance, one of the pilot LEAs had simultaneously funded a pilot project on teacher appraisal without making any link between this and management development. In other cases headteachers and senior staff were selected to attend lengthy courses in management training without any reference to the management development coordinators or to the LEA priority areas that they were trying to identify. After eighteen months of collaborative work the majority of the coordinators understood the NDC's perception of the innovation but even then they did not necessarily agree with the broad strategy or modify their own practice.

Admittedly the LEA coordinators had a huge task. Research knowledge and previous experience indicated that these appointments had to be made at a senior level if they were really to have some impact on the system. While experience in this project would not lead one to disagree with this, the dilemma was that the more senior the person the less likely they were to be able to devote the necessary time to the project. For instance in one of the pilot LEAs the chief education officer decided to act as coordinator but after some months he realised that he would have to relinquish this job to someone else because he could not meet the commitment. More typically, the coordination team consisted of a senior or chief adviser with another member of the advisory team or in one case a headteacher as assistant. Even if they recognised that an LEA-wide policy on management development might necessitate re-defining priorities across the LEA they did not always have the executive responsibility that would have enabled them to initiate such a discussion. Even if they did have sufficient power there were few positive incentives for them if they engaged in such an activity. Re-ordering priorities would have made some people losers in that their traditional practices and ways of supporting staff would have to be altered - a low key incremental approach to change was often preferred by the coordinators.

6. Follow up and National Dissemination

In 1986/87 the revised guidelines for LEA-wide management development were used to provide a framework for a twenty day consultancy with one LEA. This authority had already made a considerable investment in

management training for headteachers and senior staff especially in secondary schools and the senior officers had decided largely in response to pressure from headteachers, that they needed to draw up an LEA-wide policy on management development. A group of senior teachers, officers and advisers from primary, secondary, special and FE phases of education was seconded for 20 days and charged with the task of producing a policy. A member of the NDC team was engaged as consultant for twenty days (10 days contact time plus 10 days preparation). It was the first time that a cross phase exercise of this type had been attempted and there were some inevitable tensions when headteachers of small and two-teacher primary schools and heads of large secondary schools began to talk together about their management development needs. For much of the time participants worked in phase groups coming together to discuss policy issues. However at the end of the 20 days (which extended over a school year) they had:

- agreed upon an LEA wide policy statement
- produced accompanying illustrative materials for staff in primary and secondary schools
- drawn up proposals for an implementation strategy.

Arguably the policy statement could have been produced more quickly by a smaller group of people. However, the approach adopted did ensure that a fairly large group of people (a critical mass) developed a shared understanding of what management development was about and what they wanted to achieve. Full implementation of the strategy has been delayed because of lack of resources and because a key decision maker who had largely initiated the strategy, left the authority. Nevertheless progress is being made and some of the participants in the original group are being used to disseminate the message to other groups of teachers.

In the 1987 autumn term, the NDC organised four one day dissemination conferences on management development for LEA representatives. Each participant received a copy of guidelines for LEA-wide management development and in a one day session the team attempted to raise awareness about some key concepts and ideas. LEAs were represented at these conferences and several of them have subsequently requested some consultancy support from NDC. Unfortunately, however, the implementation stage has as often happens been neglected. Resources have not been available either to provide on-going support for the eight pilot LEAs or to trial the materials in their developed state with a second cohort of LEAs.

7. Implementing a management development policy and programme: some implications for policy and practice

There is an increasing literature on the management of change (e.g. Bolam 1984, Fullan 1985, 1986) and practical guideline materials about how to foster change in schools (e.g. Loucks-Horsley and Hergert 1985, McMahon and Bolam 1984). Less research has been done on how to achieve change LEA-wide. In reflecting on the NDC's management development project as a change process, several points can be made, many of which we have incorporated in the revised guideline materials (McMahon and Bolam 1987, 1988).

The Innovation

Bolam (1984) has argued that an innovation has a much greater likelihood of being successfully implemented if it meets as many as possible of the following conditions:

- it is centrally relevant to the members of the target user group
- it brings major benefits to them
- it is simple and flexible
- its underlying values are congruent with those of the target user group
- it is feasible in resource terms.

'Management development' as an innovation did not fulfil many of these conditions. It was centrally relevant to the LEA coordinators, headteachers and senior staff involved in the project in that they all shared, to varying degrees, a concern to strengthen school management. However, the underlying values of the innovation were not fully congruent with those of the participants in that several of them did not like the use of 'management language', and primary headteachers and primary advisers especially were often reluctant to see themselves as managers. There was a view that managing a school was something that one did without necessarily having to think about it too much. The immediate benefits of the innovation for LEA advisers were not readily apparent nor was it especially simple. Indeed it could be said that the complexity of LEA organisation and the pressures on advisers and officers had been underestimated at the outset. The initial advice from NDC had been too ambitious, the task of collecting the data necessary for a thorough review was so demanding that it induced semi-paralysis and delayed a move into action. (It has subsequently been revised, see Diagram 1). Advisers and officers did not have the time to undertake investigative work (e.g. of teachers' management development needs) yet without the data that this produced, they would not easily appreciate that management development deserved some priority. The pilot LEAs began to make real progress when they seconded an individual, e.g. 'an experienced headteacher' or a small team of people to work on an identified priority area and to produce some recommendations for action at LEA level. Generally speaking LEA advisers and officers were better at getting schools to do things or supervising teacher researchers than they were at working first hand on their own practice.

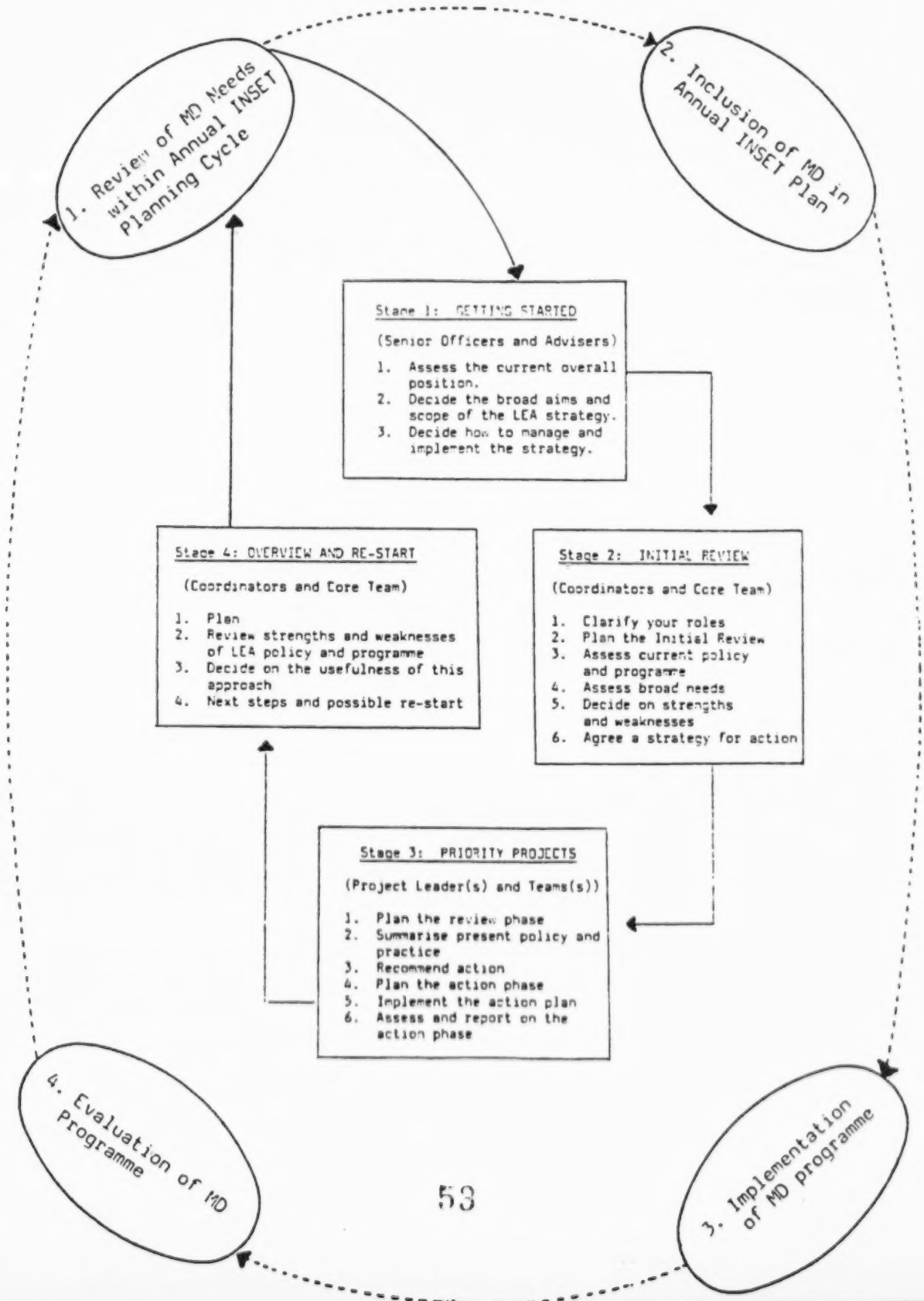
The implementation strategy

A successful implementation strategy, Bolam (1984) argued, should feature most of the following:

- adaptive and continuing planning by the major participants
- overt support from people in key leadership roles
- relevant and continuing staff training
- continuing external support
- opportunities for users to develop and modify the innovation locally
- a 'critical mass' of people involved in the innovation.

Again, only some of these features were present in the management development project. The major participants did engage in continuing planning and key leaders, for example, the eight chief education officers, did demonstrate overt support for the innovation.

DIAGRAM 1: IMPROVING AN LEA'S SCHOOL MANAGEMENT DEVELOPMENT SCHEME


1. Review of MD Needs within Annual INSET Planning Cycle
2. Inclusion of MD in Annual INSET Plan
Stage 1: GETTING STARTED
(Senior Officers and Advisers)
1. Assess the current overall position.
2. Decide the broad aims and scope of the LEA strategy.
3. Decide how to manage and implement the strategy.
Stage 2: INITIAL REVIEW
(Coordinators and Core Team)
1. Clarify your roles
2. Plan the Initial Review
3. Assess current policy and programme
4. Assess broad needs
5. Decide on strengths and weaknesses
6. Agree a strategy for action
Stage 3: PRIORITY PROJECTS
(Project Leader(s) and Teams(s))
1. Plan the review phase
2. Summarise present policy and practice
3. Recommend action
4. Plan the action phase
5. Implement the action plan
6. Assess and report on the action phase
Stage 4: OVERVIEW AND RE-START
(Coordinators and Core Team)
1. Plan
2. Review strengths and weaknesses of LEA policy and programme
3. Decide on the usefulness of this approach
4. Next steps and possible re-start
3. Implementation of MD programme
4. Evaluation of MD Programme

Nevertheless, a major problem, which was not resolved, was how to maintain commitment to the innovation at a time when the agenda for change was being extended almost daily through national initiatives, through a period of teacher action and with several changes of key personnel. Other priorities can so easily take precedence, for the researchers as much as the participants.

Little staff training was provided for the LEA coordinators and advisers and continuing external support was not readily available. The reality of working in an action research project is that the support stops when the money runs out. Of course, some of the pilot LEAs did invest in further support and training from local providing agencies, but not all were ready to do this in the sense that they were not clear what kind of support they required. In retrospect, given the resources available, NDC should not have attempted to work with eight LEAs. More progress would probably have been made with a smaller number. This would have enabled us to spend more time in the pilot LEAs and schools and to have worked with a larger group of people in each LEA, thereby increasing the 'critical mass' of people committed to the innovation. The core strategy adopted, which was to focus on the two LEA coordinators and work with them, mainly in conferences away from their own locality, was a weak mechanism for bringing about change.

The rational problem-solving approach that was suggested in the guideline materials does not suit everyone or every situation. NDC recognised this from the outset and it was confirmed in practice. One of the pilot LEAs was unhappy with the approach from the first and argued in support of a much more organic approach. In very simple terms this involved identifying some broad ideas or goals at the outset and moving towards them in whatever way possible. The experience in this particular LEA was that individuals and groups who had ideas and could gain access to resources started management training initiatives of various kinds. Some of these were judged unsuccessful and discarded, others were sustained and over a ten year period the whole system undoubtedly moved forward. Unfortunately, the practical messages for other LEAs were hard to discern - the LEA's own advice amounted to little more than 'You should have started ten years ago!'. Had the resources been available it might have been more profitable for the NDC to work on an individual consultancy basis with each of the pilot LEAs starting with their existing experience. Given that because of lack of time and pressure from the steering committee 'producing guideline materials' became the prime rationale for the work rather than achieving progress in each LEA, it would in retrospect probably have been sensible to stop working with those LEAs who were not prepared to test out the central strategy once this became apparent. However, the political considerations make it unlikely that this decision could have been taken.

Implications/dilemmas for external change agents

A major dilemma for staff in an agency like the NDC is how to make use of research knowledge. We knew which strategies were more likely to be productive but we were working within a fixed budget, in a limited time span with people who were often sceptical about theory. Arguably researchers should be more realistic at the outset about what they can and cannot deliver but it is not always easy to specify this in advance. Perhaps we have to openly recognise what we also know, which is that change takes time and that each system or organisation needs to learn at its own pace.

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Change by mail? The role of a national development agency in improving the management of professional development in schools

David Oldroyd

This paper describes a small-scale project in which the NDC surveyed, selected, synthesised and disseminated 'good practice' in the management of professional development arising from a two year government-funded national inservice training initiative. District and institutional managers of inservice training were the target group for two handbooks which were produced and mailed to over 7,000 institutions and organisations in England and Wales. After briefly summarising the context, the paper outlines the methods employed in producing the handbooks, comments on substantive management issues emerging from the process and, finally, raises questions about the role of a small national agency in supporting district and institutional managers of professional development.

1. The context

In England and Wales there are one hundred and four local education authorities (LEAs) which administer four and a half thousand secondary schools and colleges of further education. In 1985 a radically new system of funding for professional development was introduced by the central government. The funding agency was Manpower Services Commission (MSC) and LEAs had to submit proposals at short notice for the funding of inservice training. Proposals had to relate to a 1984 MSC curriculum initiative in technical and vocational education (TVEI). For the first time, LEAs lost their discretionary use of central government funding and quickly had to master the art of proposal drafting and bidding for funds which had to be spent in a way specified by central government. The new inservice funding scheme was known by the acronym TRIST - TVEI-Related In-Service Training. It was a hastily implemented two year scheme, characterised rather infelicitously by an MSC civil servant as 'a swift in and out exercise', which served as a transition to a new approach to the funding of professional development by the Department of Education and Science (DES). It prepared the way for the LEA Training Grants Scheme, introduced in April 1987, in which LEAs submit annual bids for DES funding based on national priorities specified by the government and on local priorities identified within each LEA.

The National Development Centre for School Management Training was commissioned by the MSC in October 1986 to draw together conclusions about good practice in the management of TRIST in schools and colleges and by LEAs. An acronym of acronyms, was devised for this project: IMPACT - INSET (inservice education and training) Management for Practitioners Applying Conclusions from TRIST. Two members of the NDC team worked for approximately 120 person days on the part of the IMPACT project which led to the publication of two handbooks of 'good practice' in the management of professional development at LEA level (Hall and Oldroyd, 1988) and in schools and colleges (Oldroyd and Hall, 1988). The appropriate handbook was distributed to every LEA, teacher centre, higher education establishment, secondary school and college in the country. A third handbook examining good practice in the local evaluation of TRIST was also produced by a team from the University of Sussex and distributed to all LEAs (Eraut et al, 1988).

For both TVEI (the curriculum initiative) and TRIST (the INSET initiative) the MSC adopted the strategy of making available relatively large sums of money at short notice, setting tight deadlines, requiring programme bids to be scrutinised before funding was approved, and insisting that implementation be evaluated and summative reports produced. IMPACT (the INSET management initiative) was also driven by tight deadlines. The handbooks which were to inform the practice of managing INSET, provided copious examples and documentation from a variety of programmes and activities as well as a strategic framework for more systematic management of professional development. These tools for the job, free from copyright restrictions, were targeted on LEA and school or college staff development coordinators who are responsible for managing the professional development of over two hundred thousand teachers and managers (administrators) in the secondary and further education sectors in England and Wales.

The Manpower Services Commission, now renamed the Training Commission, has a distinctly different organisational culture from the Department of Education and Science which normally provided central funding for INSET. Given the MSC's function of serving the industrial and commercial labour market, it brought a perspective on human resource development from that sector and a bias for action supported by substantial funding. These characteristics were not normally associated with the DES. Initial reaction from the teaching profession to the new source of funding and the perceived managerialist approach of the MSC was guarded. Many LEAs did not wish to associate themselves with TVEI which was seen as a threat to liberal education, a harbinger of a narrowly instrumental vocationalist approach to schooling. With the advent of TRIST, such fears were beginning to dissipate. The MSC appeared to be flexible in the way it applied its criteria, and the required TVEI-relatedness of bids for INSET funding were liberally interpreted. For example one fifth of TRIST expenditure went on management training and a similar amount on a combination of cross-curricular work and student-centred learning (Manpower Services Commission, 1987).

2. The IMPACT methodology

Over a period of one year, with a research grant of £40,000, the NDC's task was to identify, collect, publish and disseminate conclusions from a national initiative involving eighty-nine LEAs and several thousand institutions. A definition and examples of 'good practice' were derived from three sources:

- o TRIST guidelines issued to LEAs by the MSC
- o the professional judgements of the national and local evaluators of TRIST contained in LEA and national summative reports
- o the testimony of practitioners brought together in three national conferences.

The MSC guidelines, reinforced by the advisory support of TRIST regional coordinators, advocated a systematic approach to INSET management which was frequently represented in the form of a cyclic model. They suggested that INSET should:

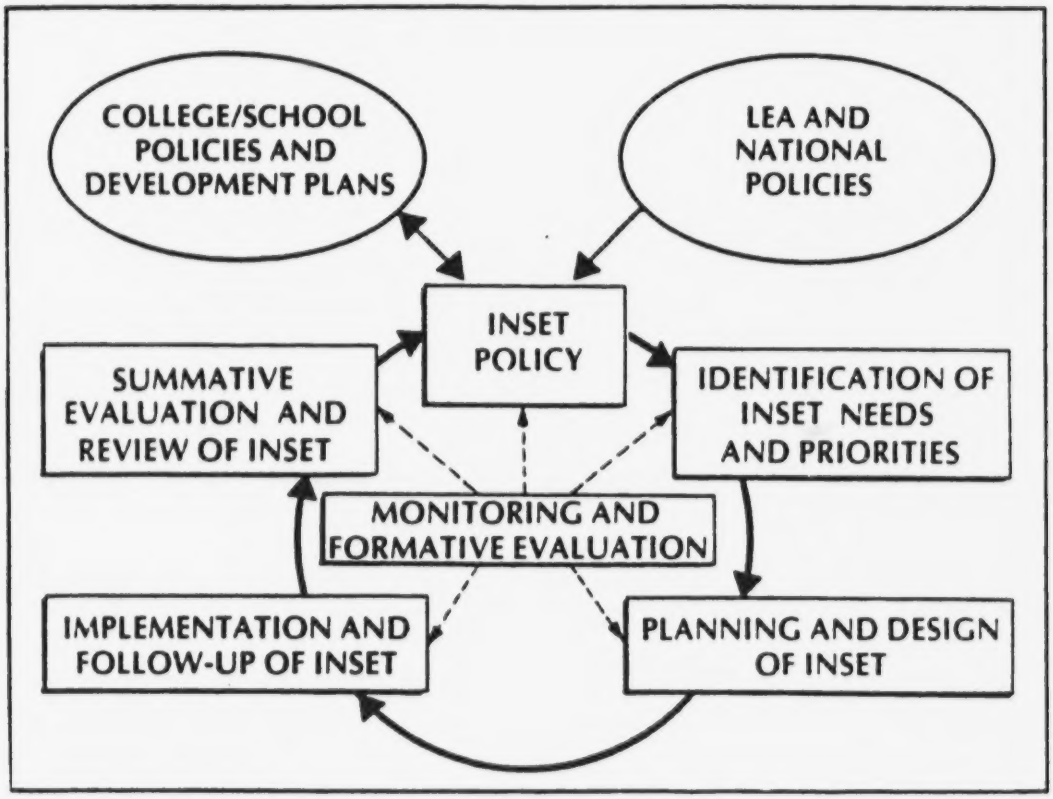
- o have clear objectives
- o be based on careful identification of teachers' needs and institutional needs
- o start from teachers' current levels of knowledge and skills
- o offer high quality training focused on practice
- o be carefully monitored and evaluated
- o be clearly costed and ensure value for money
- o have support of the headteacher/principal for follow-up on the job after training
- o be part of a continuing process of professional development.

The timetable for producing the national evaluation study (University of Surrey, 1987) meant that it was not available to the NDC as a source of data, but a large number of LEA summative reports and TRIST publications was studied by the researchers. Skeletal draft handbooks were produced which were circulated to selected LEA advisers and TRIST coordinators who then attended a two day working conference at which the booklets were modified and augmented with further examples. At the first conference (July 1987), exemplary LEAs and institutions were identified and later followed up by the researchers, usually through telephone interviews and requests for materials.

After the first conference a more detailed draft of the handbooks was produced. These drafts were, in turn, tried out at further conferences (September and October, 1987). This time separate two-day conferences were held for LEA and school/college handbook redrafting. Finally, in the light of practitioner response and further contributions to the handbooks, a third draft of each was written and submitted for publication. At the conferences small working groups, with the help of NDC facilitators, annotated the draft handbooks, provided examples or information about where examples might be sought, and made suggestions to improve the format and user-friendliness of the handbooks. The final drafts were structured around an INSET Management Cycle (Figure 1 overleaf) of the sort favoured by TRIST coordinators. Chapters were based on each stage of the cycle which encapsulated the key management tasks of the INSET manager at both LEA and institution levels.

The good practice represented by a rational cycle for managing INSET reflects the MSC's notion of a systematic, 'managed' approach. In some schools and LEAs the components of the cycle had been evident before the advent of the TRIST initiative, but in many, most of the components were, if present at all, underdeveloped. The new funding arrangements ensured that planning was done within specified terms of reference, in relation to specific priorities and to specific deadlines. Monitoring and evaluation were mandatory. The 'swift in and out exercise' backed by generous and flexible funding generated much activity and energy. Needless to say, little of it resembled the tidy rationality implied by Figure 1. One research study of TVEI which controversially claims to have discovered an inverse relationship between well managed LEA initiatives and creative classroom activity, also concludes that 'goals are fantasies; rationality an illusion'. (Fiddy and Stronach, in Gleeson, 1987).

Figure 1: A Cycle for Managing INSET at School/College Level*


COLLEGE/SCHOOL POLICIES AND DEVELOPMENT PLANS
LEA AND NATIONAL POLICIES
INSET POLICY
SUMMATIVE EVALUATION AND REVIEW OF INSET
IDENTIFICATION OF INSET NEEDS AND PRIORITIES
MONITORING AND FORMATIVE EVALUATION
IMPLEMENTATION AND FOLLOW-UP OF INSET
PLANNING AND DESIGN OF INSET

(From Oldroyd and Hall, 1988)

*A similar model, slightly modified, was employed in the LEA Handbook.

This line of argument has its attractions, especially from inside the 'garbage can' of organisational decision making. Nevertheless, the perspectives from practitioners about effective INSET management which emerged during IMPACT emphasised the value for schools and LEAs of clear policies, needs-based priorities and programmes with follow-up on-the-job, all systematically evaluated and reviewed. These perspectives were entirely consistent with those adopted by the NDC during its work with schools and LEAs on management development which is outlined in Bolam's and McMahon's contribution to this symposium. Thus IMPACT's synthesis of good practice in the management of staff development was informed by the NDC's previous experience of the value of a systematic approach to management development. The handbooks were both a synthesis of TRIST and NDC experience. The conceptual framework in the form of the management cycle emerged after considerable discussion between all members of the small NDC team.

Earlier work by the present author also influenced the school/college handbook. It was evident from this previous project that institution-based practitioners have a strong preference for concrete examples and materials which can be adapted quickly and incorporated in their own institution's activities (see Oldroyd et al, 1984). This was

encouraged by making the IMPACT handbooks and their numerous examples exempt from copyright.

The methodology employed in IMPACT certainly would not satisfy demands for academic rigour. In the Thatcherite world of market forces, the client calls the tune. NDC's client was the MSC which paid for 120 days of research and development and required products disseminated quickly to all schools, colleges, LEAs and INSET providing agencies in England and Wales. Good practice was in the eye of the beholders: the MSC, the evaluators, practitioners and the researchers, an amalgam of their assumptions, perceptions and professional judgements. The researchers' professional judgements were informed by the research literature, but they were advised by the project steering group to keep the products user-friendly, by which it was implied 'the less academic, the better'. The client's contract was fulfilled when the handbooks were mailed to the intended recipients in March 1988. Whether the lessons of TRIST for INSET managers can be learned by mail is a question which will be addressed below.

3. Management issues arising from IMPACT

First, however, in this section some issues for both leadership and professional development which became apparent during the IMPACT project will be signalled.

(a) The implications of 'managed INSET' for leadership style

Needs-based INSET management implemented systematically places considerable demands on leadership skills. TRIST evidence (Holly et al, 1987 and University of Surrey, 1987) supported the claims made from organisational and management research for the efficacy of a team approach to leadership and a collaborative, consultative style with respect to followership. The examples of effective practice which were provided by the summative reports and at the IMPACT conferences confirmed this. Almost by definition, needs identification implies a problem-solving climate which attempts to find out where teachers and the institution 'are at' and seeks to help them decide and develop to 'where they want to go'. Equally, the emphasis on continuing evaluation and review of activities, programmes and the management process itself requires a degree of reflection on practice not yet common in many organisations or institutions.

The shifting emphasis towards a school-based and school-focused conception of INSET also recognises the abilities of practitioners to engage in self-development and mutual professional learning, to generate their own knowledge from practice and become less dependent on 'received wisdom' from 'experts'. If staff are to be empowered and provided with opportunities and incentives for this type of growth, then there is a strong likelihood that a more open, problem-solving approach to leadership within institutions will have to emerge. In terms of one well known typology (Leithwood and Montgomery, 1986) institutional leaders will need to be encouraged to move up the profile of principal effectiveness from the autocratic, reactive, routine-preoccupied, visionless 'Administrator' type to the participative, reflective, strategic leader with a clear conception of mission who is characterised as 'Problem-Solver'. In British schools and colleges, with their pay-linked graded management

structures, there are many leaders in addition to the principal, to whom this implication applies: the image of the problem-solving management team is likely to have increasing currency notwithstanding the Arnoldian 'great man' tradition of headship derived from the English public (i.e. private) schools.

(b) The role, training and support of staff development coordinators

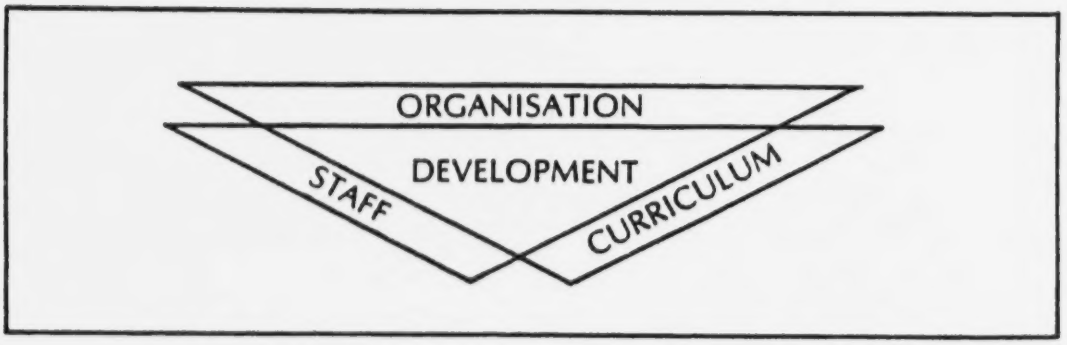
Both LEA and institutional managers of INSET emerged as central figures in the new INSET arrangements under TRIST and their pivotal role continues under the Training Grants Scheme. Specialised managers of staff development at district and institutional levels pre-dated TRIST in many areas but with the requirement of systematic planning, bidding, programme management (particularly in-house) and evaluation, the variously named professional tutors, INSET coordinators, deputy heads (staff development) experienced a major expansion of their responsibilities. Some LEAs used TRIST funding to train them for their roles. In many cases, however, job descriptions were not well clarified and the new responsibilities were added on to already full working lives.

As with staff development in general, training alone is not enough to ensure effective development and change. The hasty implementation of TRIST, like so many other educational innovations past, present and pending, meant insufficient attention to selection, training and follow-up support of the principal protagonists.

(c) Staff development as a component of organisational improvement

Development of new roles, responsibilities and processes also raises the question of whether existing organisational structures match new demands. A new infra-structure, the consortium or cluster of schools, arose in many LEAs to encourage collaboration between schools and colleges and their INSET leaders at an intermediate level between institution and district. Within institutions a staff development committee or team was commonly identified to provide support for the coordinator. Staff development, however, is a concern of all managers, as indeed are curriculum and organisational development. To coordinate these three interrelated developments of an institution's improvement process seems to be a central task of leadership. (see Figure 2)

Figure 2: Development Contributing to School/College Improvement



In large organisations like LEAs and large secondary schools or colleges, a team approach to leadership appears to be essential if such coordinated policies and actions are to result. Progress towards such collective leadership seems to be more problematic in more loosely-coupled LEA administrative systems than within schools and colleges.

(d) The management of teacher absence

A universal issue encountered during the IMPACT project was anxiety about the amount of time teachers had been absent from their classes in order to participate in inservice activities. Commitment of teachers to professional development can be seriously undermined if they feel that their classes are being disadvantaged by their absence, or that their own workload is unreasonably increased by having to 'pick-up-the-pieces' or make up for lost time. In many LEAs both rural and urban, it is hard to find a sufficient number of substitute teachers suitably qualified in the subject areas of the teachers whose classes need to be covered. The management of substitute teachers is a neglected aspect of LEA and school leadership and IMPACT came up with few examples of good solutions to this 'flip side' problem of managing staff development. It may be that as professional development becomes less equated with attending courses and more school-based and close-to and on-the-job, the problem of INSET-induced teacher absence will diminish.

(e) The management of multiple innovations

'Management overload' and 'innovation overload' were frequent issues aired during IMPACT. Great forebodings about the deluge of innovations about to burst on the educational scene are heard whenever two or more educational managers gather together. Imminent government legislation will add to the existing overload of LEA and school management teams with consequences yet unknown but certainly feared. An implication for managing INSET is that the imperative of preparing the profession for these centrally imposed changes will pre-empt room for manoeuvre in identifying other needs and developing programmes in response to them.

4. IMPACT as a change strategy

For the central managers of TRIST, civil servants and seconded educators, the IMPACT project was one of a number of TRIST dissemination activities which they mounted. Their goals were both developmental (spreading good practice) and political (justifying TRIST's existence). The national evaluation of TRIST (University of Surrey, 1987) and a synthesis of local evaluations (Holly et al, 1987) provided positive conclusions about TRIST's effects. Such evaluations are rarely read by busy practitioners. By distributing readable handbooks with copyright-free materials, replicable techniques and programmes, MSC anticipated a much higher profile for the outcomes of TRIST. As the meaning of the IMPACT acronym implies, they also assumed that practitioners would be able to apply conclusions about good practice embodied in the handbooks.

On the face of it, this is a weak strategy for change. Indeed, a careful reading of the handbooks would suggest that the customer was not practising the good practice advocated in the handbooks, or the TRIST principles quoted above. The objectives of IMPACT were clear: to produce handbooks which were of high quality, relevant to practitioners' needs and consistent

with their level of knowledge and skills. The handbooks were certainly focused on practice and carefully monitored and evaluated by means of the working conferences. However, despatching materials by mail can scarcely be represented as likely to engender the support of heads or principals for follow-up in practice, or become part of a continuing process of professional development. Indeed, it is not unreasonable to suppose that a fair proportion of the handbooks will be interred in the same resting place as much of the other mail which pours into LEA and school or college offices.

If the desired innovation is the systematic leadership behaviour advocated in the booklets and the target users are the staff development coordinator and colleagues, then who is the change agent? Surely it cannot be the mailman or woman! We seem to have a project which has produced a tool kit for changing leadership behaviour, but which overlooks three essential questions:

o How will the tool kit reach the user who really needs it?
o What help will the user need in order to use it effectively?
o Who will provide that help?

Whether these questions will be answered or overlooked lies in the lap of the initial recipients of the handbooks, namely the Chief Education Officers of LEAs, school heads and college principals. Answers to the second question can be derived from the handbooks themselves. In the schools and colleges handbook the model illustrated in Figure 3 provides an aid for thinking through how staff development coordinators might be assisted by providing them with their own INSET. The model is adapted from Joyce and Showers' (1980) seminal survey of 'the messages of research' and has been used to inform the planning of INSET and management development activities in a variety of settings in England. It postulates six sequential and essential steps for incorporating new behaviours into performance on-the-job requiring a combination of 'received' and 'generated' learning activities.

Figure 3: A Model for INSET Planning

<table>
<tr><th>Level of Impact</th><th>Inset Activity</th><th>Type of Learning</th><th>Source of Learning</th></tr>
<tr><td rowspan="6">Low

High</td><td>1. Description
What?</td><td rowspan="2">Knowledge for Understanding</td><td rowspan="3">Received from 'experts' and/or colleagues</td></tr>
<tr><td>2. Explanation
Why?</td></tr>
<tr><td>3. Demonstration
How?</td><td rowspan="2">Knowledge for Action</td></tr>
<tr><td>4. Action Planning
What? When? Where? Who?</td><td rowspan="3">Generated by participants and/or colleagues</td></tr>
<tr><td>5. Practice off-the-job with Feedback</td><td rowspan="2">Skills for Action</td></tr>
<tr><td>6. Application on-the-job with Feedback</td></tr>
</table>

This is not the place to elaborate on the weakness of conventional training models. (See, for example, an excellent synthesis of new directions in the professional development of school administrators by Murphy and Hallinger, 1987.) However, IMPACT did not have a training strategy. Handbooks alone do not guarantee their skilful use of the knowledge they contain nor can reading the handbooks move one beyond description and explanation. Neither do IMPACT handbooks received by mail from distant strangers guarantee any sense of ownership by the recipients of the received wisdom about good INSET practice. As a change strategy, IMPACT was hardly even a beginning of the necessary process of initiation, implementation and institutionalisation process with which analysts of educational change have become familiar (see, for example, Fullan, 1986).

Unfortunately, market-forces currently do not create funding for national agencies which wish to engage in strategies of change which last long enough and are sufficiently well-resourced to penetrate the organisational and institutional settings in which the changes are to be implemented. The market is still demanding inferior products. The buyers have not yet learned that 'knowing about' good practice is not a sufficient condition for 'knowing how' and actually 'doing it'. It may be that in the present climate a small national agency has to limit itself to awareness raising activities such as IMPACT. However, there are ways of moving into more active forms of support for the management of professional development. Some of these are listed in figure 4. All have been employed or proposed in varying degrees, during the NDC's work over the last five years and their potency in effecting change is an important cost effectiveness question for both funding and development agencies.

FIGURE 4 : A CLASSIFICATION OF DEVELOPMENT AGENCY ACTIVITIES

Central Agency Activity and Method	Anticipated Outcomes
1. Attachment - LEA adviser or seconded headteacher works at agency for 6 to 40 weeks to formulate a policy/strategy for management development a. Access to Resource Bank b. Visits to exemplary field sites c. Professional counselling from NDC staff	i. Attachment Report ii. Draft policy iii. Implementation plan
2. Materials development project - Agency arranges pooling of practitioner 'good practice', which is then synthesised, published and disseminated a. Survey and documentary analysis b. 'Pooling' conferences c. 'Drafting' conferences	i. Research Report ii. Handbook of guidelines and exemplary documents iii. Training modules and resources
3. Training courses - Agency runs training courses a. One-off based on off-the-shelf modules b. Sandwich courses with application with feedback between course sessions c. Custom designed courses for specific LEAs to develop continuing 'critical mass'	i. Trained individuals ii. Trained functional groups iii. Network of trained practitioners
4. Training-the-trainers project - Agency trials training resources in selected situations and runs training-the-trainers programme a. Trainers use materials with help of trainer manual b. Trainers attend course for demonstration and practice using the materials c. Trainers attend 'sandwich' course and run their own training activities on-the-job between sessions, receiving feedback	i. Trained trainers ii. Cascaded training programme iii. Trained teachers iv. Trainer network
5. Consultancy A. Institutional (School) B. District (LEA) C. National (MSC TVEI Unit) Agency works intensively within the organisation to assist with policy review and development of a strategy and programme for improvement a. Individual consultancy b. Team consultancy	i. New policy and development plan ii. Development programme iii. 'Trained' counterpart(s) iv. Organisational change

A central management problem for the NDC is to achieve a viable blend of these activities within the constraints of effective market demand and the resource and skill limitations of a small team, while at the same time engaging in activities consistent with NDC principles and mission (see Bolam's contribution above). In the wake of the IMPACT project an NDC proposal for a development and training project combining activities 2 to 4 in the classification and all their associated outcomes is being considered by the MSC. It would result in training programmes and network building for trainers and school/college, consortium and LEA coordinators who will be managing the next phase of the TVEI curriculum project as it is extended to fifty additional LEAs. Also consultancies are underway with two LEAs where the LEA INSET coordinator is working with secondary school INSET coordinators to produce both LEA and school policies, programmes and evaluation strategies which meet the requirements of the new Training Grants Scheme. They are consultancies for the LEA coordinator which are combined with training for the school coordinators. It is unlikely that these consultancies will lead to organisational development at either LEA or school level, as the most senior managers are not directly involved. Nevertheless they will add up to a better change strategy than the mailed handbooks, and indeed, will provide opportunities to operationalise some of the good practice advocated therein.

The large scale development and training project will provide longer term funding and security for contract research fellows and potentially reach a wide practitioner audience; the small scale consultancies keep the researcher-developer close-to-the-customer and give the close-up, knowledge of practice in which to ground knowledge for understanding derived from the research literature. The consultancy route to institutional and system improvement is likely to flourish in Britain's emerging 'enterprise culture'. It could well be the obvious way to make IMPACT impact when change by mail, like rationality, turns out to be an illusion.

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Race and gender issues in school management development

Valerie Hall

1. Introduction

From its inception it has been part of the NDC's remit to address issues raised by equal opportunities in education. In the five years of its existence the NDC has only really begun to engage systematically with equal opportunities in school management development for the last two years. In common with many organisations it has tended to take for granted its own positive stance towards equal opportunities. Its first target for strengthening the management capacity of schools for improved teaching and student learning has been existing headteachers and senior staff in schools. The fact that women teachers and teachers from ethnic minorities are severely under-represented among these groups has been taken as regrettable but less easily tackled through direct intervention.

The NDC's task has been made more complex by two factors. First, while there has been considerable public debate about the position of women teachers in school management, backed up by statistics showing their precise location in school hierarchies, teachers from ethnic minorities remain almost invisible. Until now there has been no ethnic monitoring of teachers in the work force and any concerns about the underrepresentation of some groups have been in relation not to whether they are in managerial positions in schools, but whether they are in teaching at all(CRE, 1985). Second, there is a tension where equal opportunities are concerned, between the NDC's primary concern with management development for specific groups in schools and its more limited involvement in management training. Equal opportunities can be taken to imply that in a democracy, opportunities for education, social mobility or career advancement should be equally available for all sections of the population. Where schools are concerned, this means the removal of formal and informal barriers to equal opportunities for both pupils and staff. More specifically, where staff are concerned, this means examining the criteria used in recruitment, selection and training to see whether they are in any way discriminatory.

The problem for the NDC, a national unit with only four full-time staff, has been in choosing where to focus its work on equal opportunities. Its starting point is a belief that human abilities are equally distributed between the sexes and people from different ethnic backgrounds. Equal opportunities in school management development are about preparing women and teachers from ethnic minorities for leadership, so that they are better represented in school management. While the organisational structures of schools continue to reflect the sexual and racial divisions characterising the wider society, it can be argued that equal opportunities will never become a reality for pupils. Working with client groups, Local Education Authority officers and advisers, headteachers and senior staff in schools, the NDC can encourage the provision of equal opportunities and strategies to overcome the imbalance created by former inequities. It can focus on the LEAs' and schools' management development and inservice training policies, in particular how they go about selection, appraisal and the provision of training and development opportunities for teachers.

The larger and more complex challenge to the NDC is its role in preparing school leaders (men or women, black or white) for managing schools in a multicultural, egalitarian society. The power and responsibility for determining the effective execution of the school's management tasks lie initially with headtachers. Although they may not be the main determinants of a school's overall policy, they play a central role in its implementation. In particular they act as gatekeepers in the implementation of educational innovations, of which equal opportunities are a particularly complex and sensitive example. It is an innovation which requires those responsible for managing schools to question at a fundamental level their own attitudes, beliefs and practices.

Where then should a small national institution focus its resources? Hitherto it has been concerned with the management development opportunities available to the whole range of staff in schools. More recently, as the paper will describe, it has begun to look at the special management development and training needs of women teachers and teachers from ethnic minorities, to explore ways of overcoming the barriers to promotion created by institutional racism and sexism and limited opportunities.

So far, this paper has assumed a commonality between these two groups in their experience as teachers. Although there are some areas of their experience which can be treated as similar, there are many others, as Yeakey (1986) points out, where what is true for black teachers is not necessarily true for members of other ethnic minority groups and may have nothing to do with the experiences of women. There is, for example, a more ready acceptance of the need for and desirability of some separate training provision for women teachers, particularly on the part of women themselves. A parallel concentration on the management development needs of teachers from ethnic minorities is seen as potentially part of a strategy to treat multicultural, anti-racist education as a sub-topic and marginalise it. The situation of the black woman teacher is more complex still. Therefore in looking at what the NDC has done so far in equal opportunities and what it might do in the future, commonalities between the two groups are focused on and differences noted where appropriate.

The paper begins by looking at where women teachers and teachers from ethnic minorities currently are in the teaching work force in England and Wales and the changing policy context. It considers briefly current research on leadership and its implications for these two groups. The NDC's involvement so far in management development for women teachers and teachers from ethnic minorities is outlined and analysed. The final section considers way in which the NDC might work to promote equal opportunities in school management in the future.

2. Where are they now?

Women Teachers

It will come as no surprise that, although women have constituted the majority of the teaching force in schools for over a hundred years, they are vastly underrepresented in senior management posts. Table 1 below shows their relative positions at the secondary school level.

TABLE 1: Distribution of teachers by salary scale, sex and type of service in maintained secondary schools in England

Full-time and part-time teachers

	Men	*Women*	*Full-time teachers*	*Part-time teachers*	*All secondary teachers*	
	%	%	%	%	%	*Thousands*
Burnham scale						
Head Teacher	3	1	2	—	2	4 6
Deputy Head	5	3	5	—	4	10 1
Senior Teacher	4	1	3	—	3	6 5
Scale 4	17	6	12	1	11	26 8
Scale 3	26	17	23	3	22	51 4
Scale 2	24	26	27	4	25	58 9
Scale 1	20	46	28	84	33	78 1
Other scales	1	1	—	7	1	1 9
Total	100	100	100	100	100	238 3

Source DES, 1986

From this it can be seen that women are concentrated in the lower-scale posts and totally underrepresented in senior posts. They get on to the bottom rungs of the ladder but proportionately few climb to Scale 3 and beyond, making it less likely that they will have the necessary experiences to help them develop their potential for management. There are three times as many men as women heads and although women comprise 43% of the teaching force they had about 28 per cent of the promoted posts. Women teachers are most heavily concentrated in the primary schools, although even there they only hold 44 per cent of the senior management posts.

There is evidence to suggest that the situation of women teachers has declined rather than improved since the Sex Discrimination Act 1975. Byrne (1978) reports that, in 1965, 23.7 per cent of secondary heads were women and 50.8 per cent in primary schools. A number of reasons are given for their position in the hierarchy and, in particular, for the decreasing number of women headteachers. This is attributed specifically to the reduction of numbers in single-sex schools and the amalgamation of schools. Ball (1987) describes the amalgamation of single-sex schools as a 'male takeover', in which the new institution emerges with a male hierarchy and the few women in senior positions are there because of the existence of a stereotyped role requiring a woman to fill it (p.200). As he points out, describing the case of the female deputy, 'women can only achieve senior positions when a specially reserved role is carved out for them' (p.205). He also describes the 'career truncation' experienced by women teachers (and newly appointed young men) as a result of declining prospects of promotion inside schools and locally and nationally outside (p.203).

Some have argued that women lack the ambition to advance. An NUT/EOC survey (1980) reported that four out of five women teachers saw themselves as consciously pursuing a career and over half had applied for promotion recently. There is evidence, however, that they are substantially underrepresented on school management courses. An Inner London Education

Authority survey (1984) found that not only were fewer women attending their courses designed as a preparation for holding senior posts in schools but that women were more likely to be refused permission to attend inservice courses and were more likely to feel unable to take time off from their schools. Table 2 belows gives a statistical summary of men and women teachers' attendance at school management courses in England in 1985-1986.

TABLE 2: Numbers of men and women teachers attending school management courses 1985-86

PHASE	M	F
Secondary		
Headteachers	130	24
Senior Staff	272	107
Primary and Middle		
Headteachers	659	296
Senior staff	123	108
TOTAL	1184	535

(adapted from Wallace, 1988)

Women constitute only 33 per cent of those receiving school management training. To the extent that attendance on school management courses has contributed to trainees' promotion, women appear to have been given fewer opportunities than men.

The position of women teachers is made still more complex by the 'career break' factor which characterises the experience of many. Table 3 below shows the relative numbers of men and women re-entering the profession in 1985.

TABLE 3: Relative numbers of men and women re-entrants to the teaching profession, according to age. 1985

	AGE AT END OF YEAR			
	Under 25	25-44	45-59	Total Under 60
Men	20	1015	215	1250
Women	132	9397	1557	11086

(DES, 1985)

Contraction of schools means that women have often not been able to re-enter teaching after a career break other than into temporary contracts or at positions lower than that which they held before the break. This has been combined with cutting part-time posts to reduce staffing numbers so that women teachers are again disproportionately affected.

Teachers from ethnic minorities

While we have a reasonably clear picture of the position of women teachers in schools, almost nothing is known about the employment experiences of teachers from ethnic minorities. The Swann Report (1985) recommended that steps should be taken to increase the proportion of the teacher force drawn from the ethnic minority communities. In its view, it was clear that black people in the teaching profession are still discriminated against both in gaining initial employment and subsequent promotion but that 'evidence of actual discrimination is hard to come by' (para 2.2). It also took the view that ethnic monitoring of the teacher force was an essential step in supporting the implementation of this policy.

In spite of the suspicions of some minority groups that the collection of ethnic data might simply confirm stereotyped views of the educability of black people (CRE, 1985), the Department of Education and Science has now issued a circular requiring all local education authorites in England and Wales to collect ethnically-based statistics on school teachers for January 1989. In this way, local education authorities will be helped in building up a complete profile of the position of members of the ethnic minorities within the teaching force.

What is clear, even without the statistics, is that teachers from ethnic minorities are vastly underrepresented in the teaching force as a whole and even more so at senior levels. A recent survey of teachers from ethnic minorities in eight local authorities shows that they account for less than 2 per cent of staff (Ranger, 1988). They found that black teachers were disproportionately on the lowest scales, teaching shortage subjects or in units concerned with the needs of black pupils. Only 5 per cent of ethnic minority teachers were in deputy head or headteachers' posts, compared with 13 per cent of whites. On average black teachers had to make twice as many applications as white teachers before getting their first job. Unlike the United States, (Kottkamp et al., 1987, Yeakey et al, 1986) the imbalance is in no way adjusted even in schools where the majority of pupils are black. The Swann Report's stress on the value of the presence of black teachers in multicultural and 'all-white' schools as 'role models', 'pastoral care providers' and 'cultural resources', is questioned by the Commission for Racial Equality who argue that, 'ethnic minority teachers should be employed and accorded equal treatment because of their work as qualified teachers, not merely as experts on race relations'. (CRE, 1985, p.16).

Summary and policy implications

What is apparent from this survey of statistical and other contextual data is the underrepresentation of women and teachers from ethnic minorities in senior posts in schools. The Equal Opportunities Commission has played a forceful part in encouraging employers including local education

authorities, to examine their policies and practices particularly in the areas of recruitment, selection and training. There have been a number of recent 'cause celebres' in which both race and gender have been identified as skewing the selection process. Many local authorities have drawn up equal opportunities policy statements, some relating just to multicultural education, some to both race and gender. They need help, however, in developing well thought out delivery strategies to secure effective policy implementation. The challenge is in making equal opportunities appear central to school management without it seeming an imposition. Some have appointed advisers, often black and/or women who face many of the same problems of marginalisation within the advisory service that their colleagues face in schools (Gill, 1986). In its equal opportunities work with local education authorities and schools, the NDC can now take as a baseline local education authorities' statutory responsibilities. The next task is to develop policies and strategies for improving educational achievement within a framework of justice and equality.

3. What kind of leadership?

The NDC starting point for any discussion about the leadership potential of women teachers and teachers from ethnic minorities is that both groups are as likely to have the necessary qualities as men and white teachers. However, educational leadership in Britain remains as much 'male defined' as it is in the United States (Schmuck, 1987, p.16). Further, there has been no public discussion of the possible leadership styles of teachers from ethnic minorities even though they are significantly underrepresented at senior levels.

The assumptions about women as leaders have been more openly voiced and therefore more readily challenged both in the literature and in practice. The organisational literature continues to be dominated by what has been called the 'machismo' factor. The focus is overwhelmingly on the interests and achievement of men; women are stereotyped or defined primarily by their relations to men; men are the focus of research though the findings are generalised to women; typical male behavioural characteristics are more highly valued than typical female characteristics (Yeakey, 1986, p.116). Correctives to this approach are written almost exclusively by women (e.g. Acker, 1987, Marshall, 1984), with one or two notable exceptions.

Ball (1987) offers an alternative view of the school as an organisation that has as its starting point the views and experiences of the actors involved. This means, in his view, taking women seriously as organisational actors. He quotes Gouldner (1959) in support of his approach:

> Many sociologists who study factories or offices or schools .... take little note of the fact that organisational role players invariably have a gender around which is built a latent sexual identity. One does not have to be Freudian to insist that sex makes a difference even for organisational behaviour.
>
> (in Ball, 1987, p.71)

In the context of his own study of the micropolitics of the school, this still means treating women teachers (and teachers from ethnic minorities) separately, in chapters headed 'Age and gender' and 'Women's careers and the policies of gender'. 'Race' remains a sub-section of the latter. He

concludes that a large proportion of women in organisations exempt themselves from participation in micropolitical activities (p.208), thereby rendering themselves powerless. The very small amount of case study material on the experiences of black teachers suggest that they too are at the mercy of micropolitics rather than being in a position to have a micropolitical impact on policy-making (e.g. Gibbes, 1980).

There is some movement in Britain towards exploring how gender should be a relevant category for restructuring conceptualisations of school life and leadership (Schmuck 1987). Marshall's discussion of women managers has become a seminal text for understanding the personal and professional development of women managers. She concludes that 'we need then to develop our appreciation of the neglected female principle as part of individual women's development and as a major re-vision process in society - of which men are part too with their re-evaluation of employment, concern with stress and so on'. (Marshall, 1984) Other discussions of women in organisations other than schools point to the need to revise the equation of effective management with masculine leadership (e.g. Spencer and Podmore, 1987, Rothwell, 1985). Looking specifically at women in education, Al-Khalifa uses Oakley's concept of 'doing right and feeling bad' to reconcile women's achievement as teachers with their lack of recognition, status, financial reward and power within the education system. (Al-Khalifa, 1988) She emphasises the need to recognise the strengths women teachers have for action and organisation that are under-utilized and undervalued in schools.

There continues to be a lack of hard evidence about women's leadership styles once in post. Marshall suggests that women are very similar to men in their leadership styles (p.15) A study of headteachers at work included two women heads among the fifteen observed but the period was too short to draw conclusions about any differences in style (Hall, Mackay, Morgan 1986). Weindling and Early found that there were statistically signficant differences between newly appointed male and female heads in 'finding out about the daily routine of the school' and 'establishing/improving consultation procedures within the school' (p.181) But analysis of their interviews with the three female heads in their sample did not bring out any obvious differences in headship style or difficulties faced.

What is missing are the profiles of women school leaders in Britain that Shakeshaft uses in her discussion of women's place in organisational theory. (Shakeshaft, 1987) Hoyle equates school leadership with 'mission' an idea or image of where the school is heading. (Hoyle 1986, p.123) We need to know more about whether and how a mission constructed and developed by a woman leader differs, if at all, from that constructed by men. Ball reports several respondents who claim that a male headteacher tends to foster a very different school ethos from that to be found under the leadership of a female head. But, as he says, there is little evidence. Its absence postpones a resolution of the problem facing those responsible for training and developing women teachers, about which qualities and skills should be nurtured and which should be acquired if leadership is the ultimate goal. A debate about whether teachers from ethnic minorities bring different qualities and skills to leadership has not even begun.

4. The NDC strategy so far

Team practices and policies

Bolam and McMahon's contributions to this symposium paper outline in more detail the NDC's approach to working with its local education authority and school clients. A first step for many organisations engaging in equal opportunities work is to examine their own policies and practices. The NDC has begun to engage in this kind of activity but in the face of other pressing demands, it has taken a lower priority than is desirable. In this respect our own experience mirrors the experience of those with whom we work and for whom equal opportunities becomes less urgent than other demands with firm deadlines.

A team training event with support staff on gender was organised and gender issues continue to have a high profile in our own organisational consciousness. This is helped, no doubt, by the fact that two of the five members of the core team are women and, predictably, they have the brief for the team's equal opportunities activities. The team's failure to engage so far in racism awareness training or to appoint a black member to the staff, had repercussions at a conference it organised for multicultural education advisers. In the conference report, the author attributes some of the underlying tension of the conference to the facilitating techniques used by the NDC in the conference and the value position embedded in them. It was argued that the values underlying certain processes and techniques may so determine outcomes that the techniques run counter to the goals and values of antiracist, multicultural education. (Gill, 1986) Additionally, participants felt a conference structure was being imposed in a context where the value position of those doing the imposing was inexplicit and consequently could not be seen to be shared.

So far the NDC has not produced a formal statement of its policy on equal opportunities. Its review of its activities and internal organisation has not yet been formalised, though it attempts to inform its work with others with equal opportunities principles that each team member assumes are shared with team colleagues. Individual members have joined or initiated working parties, one on women teachers and management development, the other a Post-Swann working party looking at the management implications of multicultural education. The recommendations arising from both have been integrated into other projects in which the NDC is currently engaged: the LEA Management Development Project; Appraisal Project; work with providers of management training and other INSET. The NDC sees part of its role in these activities as raising awareness of equal opportunities as an issue for men and women in the teaching profession. Its approach resembles the reform strategy described by Schmuck as calling for incremental structural changes in the existing arrangements of education institutions rather than challenging them. (Schmuck, 1987)

The LEA Management Development Project and Equal Opportunities

Developing and promoting the use of the Local Education Authority and School Management Development Handbooks provides an opportunity to encourage both LEAs and schools to consider how their management development policies and practices are influenced by gendered assumptions about the nature of management. By constructing profiles of their teaching force which take account of the positions of women and teachers

from ethnic minorities, LEAs and schools can begin to consider ways in which they can develop more managers from these groups. Handbooks alone cannot, however, do more than create an awareness. Even this is likely only among those who are already taking equal opportunities seriously. There already exists a parallel document for further education that includes in its checklist of questions about college organisation: 'Has the college reviewed the ethnic composition of its staff, including the senior management team; and has the college considered what steps should be taken to recruit more staff from the ethnic minorities?' (Further Education Unit, 1985). LEAs and schools are only just beginning to ask similar questions. In the meantime they continue to embody hierarchies of sex roles and black/white roles that resemble the divisions in the wider society.

Selection and appraisal are other obvious areas of activity within the management development process which the NDC might seek to influence. Five years ago the POST Report on the selection of secondary headteachers found that although women candidates for headship received positive discrimination at the beginning of the appointment process, the domination of non-explicit, non-job-related factors in current procedures disadvantaged them considerably at later stages. (Morgan, Hall, Mackay 1983)

It is signficant that the POST team did not encounter any black candidates during its survey. Taylor's survey of the career experiences of women teachers is one of the few papers which consider gender and race together in this context. (Taylor 1987) She concludes that black women teachers are more disadvantaged by race than gender in their search for promotion. Similary Gibbes quotes examples to show the operation of different criteria for appointments and promotion where black teachers are involved (Gibbes, 1980 p.13) The presence in some Authorities of Local Authority equal opportunities advisers has highlighted some discriminatory practices but, in the main, selection continues to go on behind closed doors using non-explicit, arbitrary criteria and judgements of personality rather than skill.

The education system in Britain is still a long way from developing the assessment centre approach used in the States where one validation study has shown that, when analogous tests are used, women do better than men. (Schmitt et al 1982) In seeking to stimulate change, however, the problem is whether to concentrate on preparing women and teachers from ethnic minorities for the system from which they are currently excluded or to attack the system itself. (Shakeshaft, p.17)

The Appraisal Project and Equal Opportunities

The NDC-coordinated Appraisal Project is still in the process of developing national guidelines but experience so far suggests a reluctance among some pilot authorities to confront the implications for appraisal of equal oppportunities. Bennett (1986) describes some of the ways in which appraisers can fall into a number of sexist traps, through applying masculine norms, values and perspectives. Marshall quotes several studies as showing women employees to receive less frank performance appraisals from male superiors and colleagues than their female counterparts (Marshall, P.94) A survey of equal opportunities in the Civil Service as evidenced through the appraisal system showed that women were more likely than men

to be marked as 'not fitted for promotion'. The survey concludes that the less explicit the appraisal criteria, the more scope for unwitting discrimination'. (Rockwell, p.87) If the NDC can persuade the pilot authorities to take on board the implications of appraisal for equal opportunities (rather than vice versa) then the system may offer an opportunity for rectifying some of the earlier inequities. The Equal Opportunities Commission (1985) recommends 'where an appraisal system is in operation, the assessment criteria should be examined to ensure that they are not unlawfully discriminating and the scheme monitored to assess how it is working in practice' (page 11). It suggests that 'it would be helpful if the attention of women teachers was drawn to the career opportunities in educational administration in which they are woefully under-represented' (page 18).

Although the NDC's activities described so far have tried to take account of the needs of both women and ethnic minorities, it has been easier to raise awareness about women than about black teachers. Some of the problems have already been touched upon; the absence of information on the number and position of teachers from ethnic minorities in the overall teaching force; the failure so far of the NDC as an organisation to examine its own values in relation to multicultural anti-racist education; the absence of research on black teachers' experiences of applying for promotion. Most importantly, their absence from leadership posts in schools deprives pupils from ethnic minorities, who form a substantial part of the school population, of successful role models of ethnic minority teachers in senior postions. The LEA and School Management Development Handbooks suggest a way into the problem. LEAs and schools can draw up an equal opportunities policy and try to ensure that it is fully implemented. The fact that policy statements in themselves cannot change the world does not invalidate their existence. One local education authority's multicultural policy statement was commended as a model for other LEAs by the Swann Report. Five years after it appeared a decision has been taken to tear it up, potentially destroying any progress that has been made. (Richardson, 1988) Using the policies and appropriate statistics as a basis, the Authorities can analyse the position of ethnic minority teachers across the authority and the school to discover how many and where they are, their proportional share of inservice provision and secondments.

NDC's work with providers

The NDC has a continuing brief to promote good training practice specifically through its training the trainers activities. In its recent survey of a sample of school management training providers, participants were asked how far the management implications of equal opportunities policies in respect of gender and race were reflected in the courses they provided and invited to comment on the level of attention they felt should be given to this issue. In most cases there was little explicit emphasis on the issue of equal opportunities. A few courses had addressed in a single session either race or gender issues, generally focusing on pupils' education rather than upon management concerns. The view of some was to 'let nature take its course'. Others thought race and gender should be included but had not yet made moves to do so. The survey concludes by recommending that selection criteria for access to training should be consistent with each LEA's policy for promoting equal opportunities. All course content and method should be underpinned by this perspective,

rather than marginalising the issues through highlighting them in a single session. (Wallace, 1988) The survey's findings are in line with the position described in the Swann Report, which comments:

> "Such limited evidence as is available suggests that many schools and teacher education institutions are responding only slowly to the DES's stated pluralist, multicultural aims; there appears to be a growing inconsistency between DES rhetoric and the content of much teacher education.'

The main equal opportunities issue facing providers of management development and training is whether it should include separate training and development for women (or men), for black (or white) teachers. Although the reasons why black teachers apply disproportionately for management posts have not been systematically identified, it is likely that many face the same problems of lack of confidence and inappropriate self-image that women teachers are documented as having. Rothwell cites the biggest single training need perceived by women as that of confidence building and assertiveness training to help them see themselves as decision takers (page 88). Further, women need to be encouraged and given the opportunity to attend courses. One survey (outside education) found that all the men on courses were there because their companies had sent them, while the (few) women had all had to request it themselves. (Rothwell, page 95) The Equal Opportunities Commission recommends that records should kept of those attending school management courses. If a review of the records reveals that women are not attending in proportional numbers to men, steps should be taken to ascertain the reasons for this and to remove the imbalance. (Equal Opportunities Commission, 1985, p.18)

In the NDC guidelines on Managing Professional Development and INSET (Oldroyd and Hall 1988), stress is placed on organising inservice training courses at times and locations which are accessible to those with domestic responsibilities. A number of Authorities have begun experimenting with various 're-entry' schemes for those who have had a 'career break' and attention is drawn to these to encourage others to follow suit. (Hall and Oldroyd, 1988) For many Authorities the attraction of such schemes is their potential contribution to reducing the problems of supply cover rather than to equal opportunities. From the organisers' viewpoint, the schemes encourage a growth in professional confidence among those, usually women, who have been out of teaching for a while. The other emphasis in the guidelines is on the value of school-based INSET both as a superior mode of learning and as a vehicle for equal opportunities. Both the Equal Opportunities Commission and the Swann Report advocate its appropriateness: it is 'most fruitful for women with domestic responsibilities' and can make 'the most immediate impact on the greatest number of teachers', where multicultural education is concerned. Some research has shown that particularly in multiracial secondary schools, school based courses involving the whole staff were considered by heads to be the most effective form of inservice provision in this field. (Little and Willey, 1981)

The NDC's role with providers of training for a multicultural society has been an ambivalent one and still needs clarifying. The Swann Report referred specifically to the NDC. It stated, 'We should perhaps single out for particular emphasis here the courses to be offered by the National Development Centre for School Management Training at Bristol, since it is

clear that the attitude and general level of awareness and understanding of heads and senior staff influences greatly a school's response to this area of development. We therefore strongly urge that the provision offered by the National Centre, and indeed by other institutions training heads and their senior colleagues, should incorporate a pluralist perspective' (p.584). The NDC is not, of course, a provider of training in the way that Swann suggested. It does, however, work with LEAs, schools and providers to help improve the quality of management development and management training programmes.

The thrust of the discussion so far about the NDC's possible contribution to improving training for leadership which takes account of equal opportunities has been on separate provision or ensuring proper representation on school management courses. The issue, however, is not just about 'improving' women and black teachers so that they can compete on equal terms with white men teachers. It is also about changing perceptions of what constitutes effective school leadership and opening up access to new values and practices as well as new people. Shakeshaft (1987), for example, points out that the female world of leadership in education is very similar to the world of effective schools (page 16). The evidence is not yet available in Britain to support either strand of this hypothesis. We do not know what the 'female world of leadership' is like or what constitutes 'effective schools' in Britain. Those currently exercising leadership roles in our education system, including those responsible for their training and development, the trainers, are as much in need of development in this area, as those for whose training and development they are responsible.

5. Strategies for the future

Bolam (1984) outlines a set of conditions for successful change and this section has that paper as an analytic tool. First he suggests that an innovation has much greater likelihood of being successfully implemented if it is centrally relevant to the members of the target user group and brings major benefits to them. The problem with equal opportunities is that those who currently have the power to implement change (officers, advisers and headteachers) are mainly men who do not necessarily see it as centrally relevant or as bringing major benefits. On the contrary, many see it as a threat both to their personal security (since it means questionning personal values and lifestyles at a fundamental level) and to the established order. Appointing women and black teachers to leadership positions in education means taking risks, which, in a period of rapid change, is an increasingly unpopular strategy. Schmuck (1987) suggests that strategies for school improvement and models for effective leadership should treat gender as problematic not causative (page 20). This would mean a radical revision of the current climate in schools which already feel overburdened by the demands of multiple innovations.

Second, it is suggested that the innovation should be simple and flexible so that teachers can understand what they have to do. Some progress is being made in monitoring and correcting gender bias in the curriculum and options available to girls and boys. This has been encouraged by the emphasis of the TVEI scheme (Technical and Vocational Education Initiative) on equal opportunities for girls in the classroom and work experience. Less progress is evident where multicultural education is

concerned in spite of it being designated a national priority area for inservice training. Although the step has not yet been taken, it is possible to break down the 'innovation' (i.e. developing and implementing equitable selection and promotion practices) into component parts so that users can see exactly how it can be adapted to their existing system. The problem with this approach is, as we have already noted, that it leaves the existing system intact. If the third condition for successful implementation is to be met ('its underlying values should be congruent with those of the target user group') then there is still much work to be done on bringing those values into alignment. Rothwell suggests that 'a company's attitude to the development of women could well be the litmus-test or the signal of its genuine eagerness to change in many other fields.' (page 94) Research is needed in Britain to discover which these 'beacon schools' are and how they have managed change in this area. Finally it is suggested that the innovation should be feasible in terms of its costs and its implications for teachers. This is the area where equal opportunities as an innovation is the most advantaged. The NDC's strategy for influencing its clients through guidelines, handbooks, consultancies, newletters has been to show that an equal opportunities approach is not about additional tasks but a different way of working. The management tasks remain the same: managing the curriculum, staff, resources, environment. The change lies in how they are performed.

Bolam goes on to list the characteristics of a successful implementation strategy. It involves adaptive and continuing planning; overt support and direct participation from people in key leadership roles; staff training; continuing external support; opportunities for development and modification; a 'critical mass'. Most LEAs and schools are only just beginning to plan systematically their staff development policies. They will need positive encouragement to include women and black teachers among the interest groups involved in the planning process. Neither external support or support from those in key leadership roles can be assumed, yet without it little progress is possible. The 'leaders' and trainers may have to look first at their own training needs and be provided with specific and practical 'how to do it' information which they find acceptable. The 'critical mass' which may then emerge is most likely to be predominantly male and white. Simply having more women and black teachers in management jobs will not solve the problem of equal opportunities. While they remain disproportionately represented and 'travellers' in a male, white world, they are unlikely to have much impact on changing the organisation. Only when they become a 'critical mass' themselves can they begin to change organisational cultures.

In considering ways in which the NDC is seeking to effect change in equal opportunities values and practices, this paper looked first at how far it has reviewed its own policies and practices in this area. If it is to have the 'right status and authority' of an effective change agent, then it needs to focus more of its research and development activities on equal opportunities. The different handbooks and guidelines it produces can provide appropriate entry points to the system and give access to potential coalitions for support. Checklists for helping organisations review and improve their existing practices to take account of equal opportunities are widely available in industry and commerce. They need translating to the educational context to make them acceptable.

The biggest gap in Britain continues to be the same 'omission of serious research dialogue relative to women and ethnic minorities' that Yeakey

describes in the States (page 24). She proposes a number of future research agendas, all of which are relevant to the British system. We need to understand more about the relationships between the position of women and ethnic minority teachers in schools and in the wider society. We not yet know why both groups are underrepresented in senior positions and can only hypothesise. We need to explore differences in the career experiences of the two groups, as well as commonalities. We need to understand what constitutes effective leadership and integrate this with detailed profiles of the leadership styles of women and black teachers. While this baseline of knowledge and understanding is missing, our interventions are inevitably limited to piecemeal tinkering with a system which is reluctant to listen in the first place.

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Table 3 ESTIMATE THE NUMBER OF TEACHERS IN THE TARGET GROUPS:

	PRIMARY						SECONDARY										SPECIAL					
	HEADS		D/HEADS		POST HOLDERS		HEADS		D/HEADS		SENIOR TEACHERS		HEADS OF DEPARTMENT		HEADS OF HOUSE/ YEAR		HEADS		D/HEADS		POST HOLDERS	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
PREPARATORY																						
APPOINTMENT																						
INDUCTION																						
IN-SERVICE																						
TRANSITIONAL																						